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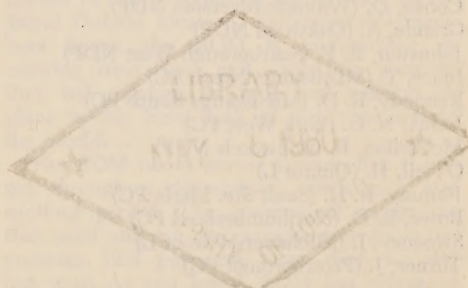
# Legislature of Ontario Debates

*24th Legislative Assembly*

## Official Report (Hansard)

### Standing Committee on Social Development

Estimates, Ministry of Culture and Recreation



**Fourth Session, 31st Parliament**

Wednesday, April 9, 1980

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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### STANDING COMMITTEE ON SOCIAL DEVELOPMENT

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

WEDNESDAY, APRIL 9, 1980

The committee met at 2:11 p.m. in committee room No. 2.

### ESTIMATES, MINISTRY OF CULTURE AND RECREATION

**Mr. Vice-Chairman:** Order. I see a quorum. I will turn the meeting over to you, Mr. Minister, if you have an opening statement, as we discuss and debate the expenditures as they relate to the Ministry of Culture and Recreation.

**Hon. Mr. Baetz:** Mr. Chairman and members of the committee, I do have an opening statement.

It is with respect and pride that I come before the standing committee on social development to present the Ministry of Culture and Recreation's spending estimates for the 1980-81 fiscal year.

I am pleased to be the first of Her Majesty's social policy ministers in Ontario to present spending plans for the new year. With all due modesty, I must say that I concur heartily with the implicit proposition that the most important estimates, by definition, must come first.

**Mr. McClellan:** First should be last.

**Hon. Mr. Baetz:** No. Honourable members will notice in their briefing materials that my ministry's financial request for the new year amounts basically to the same number of dollars as the request we brought to this committee exactly one year ago.

That request speaks to two important principles. First, it speaks to the government's sustained commitment to fiscal restraint and prudent management of money that the people of Ontario, through their enterprise and hard work, generate, pool and entrust to this government. Second, it speaks to the internal economies that my officials have been able to effect.

This year, with the Legislature's concurrence, my ministry will be able to increase substantially its support of our cultural agencies and other clients and, at the same time, keep its own costs under tight and efficient control.

Perhaps the best proof of the prudent and effective management of the public's money that my ministry proposes to exercise, can be seen in the comparison between the increase the ministry is asking for itself and the increase the ministry proposes for our outstanding provincial cultural agencies.

As I said before, the ministry is asking for essentially no increase overall. Yet, Mr. Chairman, we propose, with your concurrence, to grant operating increases to our agencies that would average 7.8 per cent.

We are proposing this course because, philosophically, I am convinced that the very best investment we can make on behalf of the people, with their funds, is the maximum investment possible in some of the institutions and organizations outside my ministry that provide services directly to the people.

Perhaps the most outstanding example of our commitment to such institutions is reflected in our proposed grant increase to the Royal Ontario Museum. As honourable members know, the ROM is undertaking an exciting renovation and expansion program that will change its face and confirm its place in the front rank of museums around the world.

The ROM needs money now so that it can get through a demanding, challenging and exciting period. The government recognizes that need and we are proposing to grant the museum 12.3 per cent more than we did last year. As you know, ROM has expressed its satisfaction publicly at this increase, not only with the grant but with the government's moral support as well.

The wisdom of a philosophy of investing as substantially as possible in agencies providing direct service is perhaps best exemplified by the experience of the Art Gallery of Ontario in the 1979-80 financial year. Most honourable members were able to accept my invitation to view the Treasures of Tutankhamun exhibition. They, along with hundreds of thousands of others from across the province, the country and the continent had nothing but expansive and entirely deserved praise for the outstanding efforts of gallery staff and volunteers in organizing and pre-



senting this once-in-a-lifetime exhibition. It is to the everlasting credit of this province's major art gallery that it was one of the very few facilities on this continent to display the treasures of the boy king.

Mr. Chairman, cultural and artistic experiences like the Tut exhibit are basic to a fulfilling and complete life experience in this province. But in addition to the social benefits of the many cultural and artistic opportunities that are available to our people, we must not forget or understate the substantial economic benefits implicit in these opportunities.

The King Tut exhibit, for example, drew approximately 750,000 men, women and children to the AGO between November 1 and December 31, 1979. It also generated something like \$20 million in direct expenditures by visitors to the exhibit.

To make a long story short, the arts, as well as contributing to the quality of life, are a vitally important fact of economic life in this province.

Needless to say, commercial success depends on quality. Quality sells and the marketplace knows what quality is. So the increasing commercial importance of the arts in Ontario speaks eloquently to the outstanding calibre of the work of our artists.

One of the best contemporary pieces of evidence of this calibre is the Toronto Mendelssohn choir's forthcoming concert tour of Europe. The choir is celebrating its 85th birthday this year. The icing on the cake has got to be an appearance at the Edinburgh Festival during the European tour. As honourable members know, an invitation to Edinburgh is an important acknowledgement of international excellence.

The Mendelssohn choir will be outstanding cultural ambassadors for Canada and Ontario. They will excite audiences and spark interest in travelling to Ontario. They provide but one of a number of cultural experiences in this province, that people from all over the world would be keen to sample.

That is one reason my ministry has placed an officer in Ontario Place in London, in line with a commitment I made to this committee a year ago. We have much to be proud of in all the areas for which my ministry has responsibility. That office will do a real job of helping us to capitalize on the province's excellence in those areas.

As honourable members know, my ministry exists in substantial part to assist in arts development in Ontario. It is well known that Ontario has perhaps the most creative artistic community in English-speaking Cana-

da. That community is naturally and effectively playing the lead role in charting our artistic and cultural destiny. We in the ministry are pleased to play a role that responds to the community's initiatives and needs, rather than one that would arrogantly seek to determine the cultural agenda.

I think we can be at our most effective if we provide the leadership that is required to draw the whole social system into responding to a course the cultural community plays such a significant part in setting. The ministry's participation in the Chalmers fund, for example, its own Arts Challenge Fund, and its participation in the proposed Toronto Theatre Festival are but three examples of the kind of leadership of which I speak.

Mr. Floyd Chalmers and his family themselves provided the vital leadership that led to the establishment of a fund to support innovative artistic endeavours. They contributed \$1 million, and we were able to match it. Now the Ontario Arts Council has the important beginnings of a significant new endowment fund.

On a broader basis, the government was able to set up the Arts Challenge Fund, which will help ensure the long-term financial stability of major arts organizations.

In the case of the Toronto Theatre Festival, the government led in responding positively to an initiative that was taken by the cultural community. I agreed to make an initial grant of \$50,000 and guarantee up to \$250,000 so that the festival might take place and allow other levels of government and people in the private sector to get behind it. I would hope that Toronto will become to theatre what Cannes is to film.

In all of these cases, our perception of our mandate becomes clear. It is that the government cannot do everything. The people do not want the government to do everything. What the people do want the government to do is to help create a climate in which the people's dreams can be realized. I would argue that, through our important initiatives in the arts, my ministry and this government are helping to create just such a climate.

In order to help create the right kind of climate, you have to have a feel for the weather the people are going to want in the future. I know that climate prediction and modification are tenuous arts, and I claim no particular expertise on behalf of my ministry when it comes to trying to predict climate in the areas for which I have responsibility. Nevertheless, we are trying to take some sort of look at the future so that we



can plan more effectively to meet our mandate.

Late in the last fiscal year, we commissioned an analysis of Statistics Canada data in an effort to discern some of the longer-term trends in culture and recreation as the new decade begins. I have seen a preliminary draft report and I can assure you that the data and projections are most significant for future plans in the arts, culture and recreational fields.

2:20 p.m.

I expect to be publishing a report of this analysis within the next two months. It will provide significant food for thought not only for the ministry but for those people, organizations and institutions in our province that are concerned with culture and recreational programming. This kind of analysis is basic to sensitive planning, and I look for more data to be coming from my ministry in the new year and the years after it.

Let me turn to the sports, fitness and recreation aspects of my ministry. In last year's estimates presentation, I made reference to the deeply-rooted concerns of parents and young people regarding the quality of minor hockey in Ontario. Some 79,000 detailed questionnaires were distributed to hockey families throughout Ontario, and I think it is fair to say that my ministry was overwhelmed by the response to this survey. The results were challenging and exciting, and as a consequence of those results, 109 recommendations were developed for minor hockey in this province to act upon.

For my part, I have committed some \$2 million over the next three years for the development of new programs in the areas of coaching, officiating and parent education. In consultation with the officials of organized minor hockey and others, we are actively reorganizing the Ontario Hockey Council to ensure the effective delivery of these new programs as soon as possible.

Both the name and the structure of the council are secondary. My main concern is to see that these programs are carried forward and that our national game will become an increasingly exhilarating sport for our young people.

While hockey may dominate the sport scene in this province to a certain extent, there are scores of other sports that hundreds of thousands of men, women and children in Ontario play and enjoy. A number of those sports are represented at the Ontario Summer Games.

My ministry takes a keen interest in these summer games and is actively supporting

them with \$362,000 and staff help. This August, the games will be held in Peterborough. I would urge the members of this committee and this House to take them in. They are bound to be splendid, largely because Peterborough has a well-deserved reputation for having one of the most effective volunteer movements in respect of amateur sports at all levels in this province.

The Peterborough games will be an outstanding show. They will also be an important competitive crucible for Ontario athletes aiming to make the provincial team for the 1981 Jeux Canada Games in Thunder Bay.

I had the pleasure of going to Thunder Bay last week to meet the dedicated volunteers who are heading up the games committee and with the mayor. I was mightily impressed by the commitment of the people of Thunder Bay to the games, and I was delighted that we were able to put the finishing touches on our partnership agreement regarding capital facilities for the games.

We will be contributing approximately \$4.7 million out of a total capital project of \$9.2 million. Beyond that we will be spending up to \$800,000 on other activities related to the games.

One final note on our sports involvement in the new year. One of the most important initiatives we are taking in 1980-81 is a study of provincial policy in sports, fitness and physical recreation being conducted by Mr. Douglas M. Fisher. Mr. Fisher will be making recommendations to me on policies and programs that would ensure that citizens have access to resources and opportunities; that they have the opportunity to develop as fully as they would want; and that those who have the ability and desire to excel in fact do have the opportunity to do so.

If there is a more eclectic ministry of the Ontario government than mine, I would like to know what it is. We have been talking about arts and sports. Now I would like to talk about another part of my ministry's mandate that is conceptually at the other end of the spectrum, but equally vital to a high quality of life in our province.

Let me start by referring briefly to an important provincial institution, the Ontario Educational Communications Authority. The OECA has been celebrated for its educational programming, both formal and informal. As you know, the authority and the government have been anxious to get OECA's signal distributed clearly throughout the province as quickly as possible.

To that end, the OECA is involved at present in a pilot project designed to deter-



mine the feasibility of delivering its signal to virtually every home in this province via satellite. We are committed to the completion of the Ontario Educational Communications Authority's network, and this experiment will bring us closer to the fulfillment of that commitment.

Forty-six locations in sparsely-settled parts of Ontario are being equipped with disc receivers to obtain TVOntario's signal via the Anik B satellite. The cost-effectiveness of this transmission system will be assessed. I hope that within the budget year for which these estimates are being presented, we will have a firm understanding of the options open to us in our efforts to complete the system. We will be challenged to get a firm fix on technology that is changing almost by the week.

OECA, of course, is an independent agency that reports to the Legislature through me. We have, in my ministry, a number of important programs concerned with information delivery and in the past year we've consolidated them in our new information access division.

There is, of course, a government-wide information access program, co-ordinated by the cabinet office under the direction of my colleague, Mr. Pope, the Minister without Portfolio, in which my ministry plays a part, along with the Ministries of Government Services and Northern Affairs and the Civil Service Commission. Our interest in information access is quite simple, really. We want to ensure that taxpayers can make connections with government information and services as quickly and efficiently as possible.

The concerns of the information access division, of course, include much more than the government-wide information access program. The division includes the citizens' inquiry branch and the libraries and community information branch.

We are proposing that library grants for the 1980-81 fiscal year be maintained at the same level as last year. In the past few months I, personally, along with officials from my ministry, have met with some of the major organizations operating in the provincial library system. These meetings will continue. For while Ontario has a first-class library system, one that has been described recently as the very finest in the country by Denis Vaugeois, Quebec's cultural affairs minister, there is always room for improvement and change.

In the spring and summer of this year, we will be reviewing in detail the grant system that we have now in place, and library legis-

lation. I anticipate that changes will be required in the granting area. It is also conceivable that legislative amendments may be appropriate regarding services to local library boards by regional libraries.

As honourable members know, the whole concept of responsible citizenship is central to every facet of my ministry's being. For as the Ministry of Culture and Recreation Act, 1974, states, "It is the function of the ministry to advance and encourage responsible citizenship through the process of cultural and recreational development."

This includes "preserving and maintaining the cultural heritage of residents of Ontario with full recognition of their diverse traditions and backgrounds." But it also includes something else. It includes "access to the benefits of citizenship and of active involvement in the cultural and recreational life of the province." Honourable members will note that promoting "access to the benefits of citizenship" is as much the job of my ministry as promoting "active involvement in culture and recreation."

In other words, responsible citizenship is the ministry's goal and involvement in the community is the means by which the goal is achieved; involvement in areas in which my ministry has an interest; involvement in areas in which each and every ministry of this government has interests.

For if a person is involved, he is functioning as a full, equal and responsible citizen, exercising his rights as a citizen and accepting his obligations as a citizen. I use the word "his" in the generic sense. I'm sure you accept that.

My ministry runs a number of important citizenship programs that are designed to promote intercultural understanding and full, equal responsible citizenship for all the people of this great province, irrespective of their geographic and ethnocultural roots.

These programs flow from the government's multiculturalism policy, a policy that has three pillars: equality, access and participation, and cultural retention.

2:30 p.m.

Unfortunately, over the last decade the term multiculturalism has come to be seen as something that is of concern only to the ethnic communities and having to do almost exclusively with the concept of cultural retention.

Let me be unequivocally clear at this point. Cultural retention is an absolute and unchallenged policy of this government. It is essential, and the government's complete



commitment to it is unswerving and unchanging.

I am, however, concerned that if our multicultural policy is considered to be solely one of cultural retention, then the people of our various ethnocultural groups are fated to second-class citizenship. It would mean that we are ignoring their other needs, needs that by and large are the same for everybody.

In that we all live together in the community that is Ontario, we all share a number of tremendously important things by definition. It is those things that we share that take us from being isolated communities with no connections to a larger community, made up in significant measure of discrete and distinctive groups with all kinds of interconnections.

We have a great deal to give each other, but we can give each other nothing unless we can meet on common ground and share experiences and perceptions. In symbolic terms, the need to highlight that common ground, the need to remember the crucial ties that bind, is the concern of my ministry's citizenship division.

That is why the Advisory Council on Multiculturalism, whose estimates are included within this ministry, has been renamed the Advisory Council on Multiculturalism and Citizenship. It has been instructed to report through me and has been asked to ensure that its advice will include reflection on the things that we all share, as well as the things that distinguish us from each other.

I have gone on at such length about our multicultural policy, because it is imperative that honourable members and the other citizens of Ontario understand the central philosophy behind the government's concerns and initiatives in this area.

I cannot help but adapt an anecdote I heard some years ago in an effort to explain my perspective about multiculturalism.

Once upon a time, a minister of culture was asked, "What contributes more to full, equal and responsible citizenship in Ontario—is it cultural retention or is it access and participation?" He answered, "That is like asking what contributes more to the area of a field, its length or its width."

In other words, each contributes 100 per cent and you cannot have the kind of citizenship in a multicultural society of which I speak without each being in place to the extent of 100 per cent.

The responsibilities of government are much broader than those that deal only with

cultural retention. It must also make sure that it helps all segments of that society to function in the broader Ontario community. One example of what is being done in this respect is provided by our response to the current flow of refugees from southeast Asia.

During the 1979-80 financial year my ministry was responsible for leading the provincial government's effort to help in the resettlement of more than 10,000 Asian refugees from the Pacific Rim. We will, of course, continue that work in the new fiscal year and, by the end of calendar 1980 we will have been involved in the resettlement of at least 25,000 men, women and children here in Ontario.

The province does not set quotas on the number of refugees that may come here. The federal government does. The province, of course, would hope to be consulted by Ottawa. We were consulted under the previous federal government, but I am sorry to say that the new federal immigration minister, Mr. Axworthy, did not consult us before he announced new quotas recently. I regret that and I hope that if there are further changes he will take us into his confidence. We do, after all, play the fundamental role in the long-term resettlement of immigrants.

As some of you may know, I have been involved in refugee work myself over the years, and it is from that perspective that I say I am extremely proud of the efforts of my ministry and other ministries. But my feelings of pride do not begin to match my feelings of respect for the people of Ontario in regard to the role they have played in all of this.

Make no mistake about it. While the government is playing an effective part the overwhelming support for refugee resettlement is coming from the citizens of this province all over this province who are opening their homes and their hearts to a dispossessed people.

The work that my ministry does in orientation, language training and other areas is important, of course, but for the most part it merely serves to back up the on-the-line efforts of scores of thousands of volunteers. I am pleased to note that my ministry alone will be transferring \$700,000 to the volunteer sector concerned with refugees this year. The sector, incidentally, has told us that this level of financial support is adequate.

If I may, I would like to take this opportunity to acknowledge the tremendous commitment and the work of the volunteer sector and say that when the history of

twentieth century Canada is written, the response by the people of Ontario to the plight of the boat people will stand out as a singularly humanitarian gesture.

Humanity has a past as well as a future. As honourable members know, my ministry has a group of heritage conservation programs that address the roots of the people and places of our province.

One of the most vital of these programs is my ministry's effort with regard to museums.

During the last generation, there has been an absolutely explosive growth in community museum facilities in Ontario to the point where there are now more than 300. The government has participated in that growth by making establishment and development grants available to local museums.

In the last year, however, I have become deeply concerned about the pace of this growth. I believe we must moderate it and build on what we have started. That is why I have terminated the establishment grants for the new fiscal year. My ministry will be developing a new program of operating grants after consultation with the museum community. That program will undoubtedly underline our commitment to existing museums.

While museums may be the most visible features of my ministry's heritage conservation efforts, it is important for all honourable members to take note of the valuable day-to-day service that our heritage programs provide in helping to assure that the province's heritage is honoured and preserved. Through the Ontario Heritage Foundation, grants are made for building restoration, archaeological projects and historical publications.

It is in the spirit of day-to-day service that during the last year my ministry's archaeology program made 200 field inspections for such government clients as the Ministries of Housing, Transportation and Communications, and Natural Resources. I, as minister, licensed 90 archaeological projects.

My ministry's heritage administration program advised more than 100 municipalities on heritage legislation and during the coming year it will begin preparing heritage planning guidelines for municipalities to use in conjunction with the new Planning Act.

All in all, I believe honourable members can credit our heritage programs with helping to sensitize the people and institutions of the province to the need to respect and preserve the benchmarks of our past.

At this point I think it would be appropriate to bring honourable members up to date regarding an organization that gener-

ates a lot of the money through which Ontario's cultural and recreational ambition is realized. I speak here of the Ontario Lottery Corporation, the games that are being operated, and the status of the government of Canada's activities regarding lotteries.

The province of Ontario is a shareholder in the Interprovincial Lottery Corporation, along with the other provinces of Canada. This corporation is a good example of interprovincial co-operation to the benefit of all Canadians. Every province is represented and participates fully in the efficient administration of lotteries on a national basis.

As honourable members are aware, effective last January 1 the government of Canada stopped selling lottery tickets and transferred that activity to the provinces in return for \$24 million in 1979 dollars, indexed. Ten days ago the provinces met their commitment and made the first payment of \$6.15 million on time and in full.

2:40 p.m.

I am sure all members are aware that the new federal Minister of State for Sports, Mr. Regan, has said that if at all possible he will return the government of Canada to the lottery market. Therefore, when the provinces' \$6.15 million cheque was presented to Ottawa, the federal government, in an obvious state of marginal paranoia, felt compelled to write a letter noting that the cheque was being accepted "without prejudice." Moreover, Mr. Chairman, as of this morning the cheque had not been cashed. What that means is that the people of Canada have been done out of \$3,000 a day in interest for 10 days—

Mr. McClellan: Maybe it bounced.

Hon. Mr. Baetz: It was a certified cheque. That's what they wanted.

That's a lot of interest every day; \$3,000 a day—to say nothing of the benefit that could have started accruing to them if Ottawa had cashed the cheque and immediately started putting the \$6 million to work. Real paranoia.

In any event, Mr. Chairman, I have informed Mr. Regan, both personally and through the media, that the government of Ontario is unalterable in its opposition to further intervention in the lottery marketplace by the federal government. I will continue to pursue that course with the full support of my colleagues from all other provinces, in order to sustain the efficiency that now exists in the lottery marketplace.

During the past five years, the Ontario Lottery Corporation has executed a planned



and sustained program of growth. It has successfully launched and administered a variety of games, targeting each entry towards a specific segment of the marketplace to the point where today lotteries are recognized as a valid entertainment form, offering the unique benefit of providing sizeable support to the province's quality of life.

To this point the Ontario Lottery Corporation has generated some \$386 million in profits for distribution and, in spite of a troubled economy, the corporation anticipates net profits of close to \$110 million in this new fiscal year broken down along the following lines: Wintario, \$47 million; Lottario, \$29 million; The Provincial, \$19 million; Super Loto, \$21 million.

Our 1980-81 Wintario grants programs are budgeted at \$45 million. Of this \$13.5 million will go to the Wintario Community Grants Program, the new capital program that I announced yesterday in the Legislature. We anticipate that our capital grants program will require \$31 million.

As honourable members know, my ministry has accepted no new applications under the capital grants program since December 31, 1978. We have, of course, continued to meet our financial commitments to approved applications and we have processed, as expeditiously as possible, the grants that were in the system.

When we suspended new capital applications, we undertook a capital priorities review. The first phase of that review is now complete and has been summarized in a report called Places to Grow, which has been distributed to all members and other interested parties. I expect to be saying more about capital programming in the Legislature tomorrow.

The Wintario community grants program, which does not include capital projects and replaces the Wintario noncapital grants program, is now in place. Refinements have been made in each area with which the program is concerned and new priorities have been defined. In the last five years, more than 24,000 noncapital grants have been approved for a total of \$59 million in support. Wintario dollars will continue to make a tremendously significant contribution to the cultural and recreational opportunities that exist in our province.

As far as the Lottario game is concerned, some \$13 million generated by it has been transferred to the Treasurer so far. Although a specific dedication of these moneys has not been made, I should point out that my commitment of last September of \$11 million to

the Royal Ontario Museum's renovation and expansion program in lieu of federal money may well be met from this source, especially since Lottario proceeds are dedicated by statute to culture and recreation.

Revenue from The Provincial game, as honourable members know, has been dedicated to health research, health-related environmental research, and some specific social service projects. Net proceeds from the Super Loto game for the next three years have been set aside for hospital capital projects totalling some \$100 million.

Mr. Chairman, the dedication of profits from The Provincial and the Super Loto games is in place. Any intervention by the federal government in lotteries may well put the health research and hospital projects in jeopardy.

I would ask all members of this committee and this Legislature to join with the government of Ontario and those of other provinces to resist Ottawa's rapaciousness, and to make sure that Ottawa understands that, as far as the provinces are concerned, the system we now have in place is by far the best.

Mr. Chairman and members of the standing committee on social development, during the five years that my ministry has existed it has participated in the initiation and completion of tens of thousands of community projects in culture and recreation. A good number of these projects have been financed by tax dollars, but lottery funding has clearly played a significant role. The greatest benefit of this government's lottery activity has been the willingness and ability of local volunteers to respond to the challenge that the financial opportunity has presented. The money has been there; they have responded magnificently. As a result we have all been better for it.

The people of Ontario set the Ministry of Culture and Recreation's agenda. My officials and I are privileged and pleased to be in a position where we can serve the people's requirements as specified by the people. We would respectfully request the committee's expeditious concurrence in these estimates proposals so that we can get on with the job.

**Mr. Vice-Chairman:** Thank you, Mr. Minister. In the past we have had the opposition critics lead off in response, or with comments they'd like to make as an opening statement. Following that procedure Mr. O'Neil will lead off.

**Mr. O'Neil:** Thank you very much, Mr. Chairman.



First of all, I would like to thank the minister for appearing before the committee today and to say that we'll try to let his people get back to work as quickly as we can. But we do have the opening statement, so we will have quite a few questions during the estimates.

In my opening remarks today, I would like to touch upon the various aspects of our cultural diversity in Ontario which I would hope will foster discussions in much greater detail later on in the estimates.

May I say, at the outset, Mr. Minister, your staff has proven to be most co-operative to both myself and my research assistant when we have needed information quickly and accurately. I think this is a reflection of good organization. I have had discussions with Dr. Wright, and to name a few others, Michael Noon, Mr. Otto, Mr. McPhee and many others who are in the audience today.

I feel I should mention too, as the critic, that the people who are really under the gun are those in your local office in the Belleville area, where I'm from. I've received a great amount of co-operation from Lorne Williams and Diane Aitken in that office, not only when I needed information but sometimes things explained. So I thank those people for their assistance.

The first subject that I would like to touch on is—

Mr. Sweeney: However.

Mr. O'Neil: However, yes. You'll notice that came from another Liberal member.

However, the first subject that I would like to touch on is that of the Royal Ontario Museum. I would like to begin with comments on what I feel could be the most contentious issue your ministry has ever had to deal with; the expansion and closure of the ROM. Before the building locks its doors to the public this year for at least one and a half years, I have to ask the minister and his staff how much he knows about the closure, the expansion program, the amount of funding needed and the assurance that it will actually reopen as a superior structure by 1982.

It is regrettable enough that a public building has to be closed at all to the taxpayers whose dollars are supporting it. It would be unforgivable for our children to grow up, robbed of the crucial role played by one of the finest museums in the world.

On the funding side, the expansion is said to be costing \$44.5 million which, it is hoped, will not be cut in half by inflation. But, even with that funding, the glassed-in terrace galleries are in danger of being empty shells

without an additional \$5 million now being sought from Metro Toronto. I would like a few comments from the minister on that.

2:50 p.m.

Apparently the new gallery space in total needs an extra \$11.7 million for displays and is not scheduled for completion until 1996. There was an article in, I believe, the *Globe and Mail*—if it is correct—which said: "Mr. Cruise also admits shortcomings in the building program. 'It is true,' he says, 'that new gallery space for displays will not be complete until 1996, and then only if ROM manages to raise an additional \$11.7 million on top of its \$44.5 million budget.'" I would like to ask the minister for an explanation of the 1996 date.

I would ask the minister if he realizes the implications of that building shutting its doors this year and then possibly facing unforeseen financial problems before it can ever be reopened. Who will be the losers if we find ourselves in a situation like that?

Touching on another subject, last year I made a suggestion to the minister that we could use this time that the Royal Ontario Museum has to be closed in a way that might be very beneficial to the smaller communities in this province, and possibly also to the larger communities. I suggested that this period of time presents us with a unique opportunity to share the treasures of the ROM with the rest of the province by transporting exhibits to smaller museums or even to some shopping malls in smaller communities throughout the province.

This may be the only opportunity some residents of Ontario will ever have to view some of the ROM's treasures. It is also a first-class way of advertising the ROM. The minister replied that he thought the idea was "a wise one." I hope he still feels that way and has given it considerable thought.

I might mention that I do not feel the solution is a bus or van or whatever travelling around with these exhibits; I feel that could only cover so much of the province. There are so many small communities—and large communities. I wonder if something should not be initiated within the ministry whereby some of these exhibits could be shipped out to some places such as I have mentioned. I would be pleased to receive your comments on that, Mr. Minister.

One final word on this: The danger in closing a public institution like the ROM is that people get out of the habit of going regularly and our young children may be deprived of the introduction to it. Before it closes completely, I would just ask the

minister if he feels he knows enough about the plans of the ROM that he can take the responsibility of allowing it to close while he is the minister.

I would also like to say a few words about museums in general to bring the operation of the ROM into perspective. Not only does the ROM have a responsibility to the public but, equally important, it has, or should have, as its mandate a responsibility to the smaller museums throughout the province. I believe there are about 400 small museums sharing approximately \$1.8 million this year while the ROM will be getting \$9.4 million or more. I would be interested in knowing the subsidy per visitor for the small museums, as it worked out to about \$13 last year for the ROM and I have a feeling that the corresponding subsidy for the small museums might be around only \$3 or \$4.

I would like to hear the minister's comments on what is perceived, in the museum community, to be the absence of a museum policy. I know the minister feels his ministry has a definite policy; what I would like to know is, if that is the case, why does the museum community not share that view?

I would like to quote from a letter I received from one of the smaller museums which expresses some of its feelings in this area. The letter is addressed to me.

"Further to our meeting of November 5, I would like to commit some of our discussion to paper.

"First, I would like to thank you for taking the time to discuss some of the problems facing the small museums in Ontario. Also, it was a pleasure to meet with your researcher and I look forward to an ongoing dialogue with both of you in an effort to improve the situation pertaining to the museum community in this province.

"As I pointed out to you, one of the principal stumbling blocks pertaining to the security and development of the museums in this province is the lack of a policy governing the well-being of the almost 400 museums currently operating in Ontario. As I am sure you are aware, matters of cultural development within the Dominion are a provincial concern as laid out by the British North America Act. Because of a lack of guidance from the province, even the federal programs are not as effective as they might be.

"The museum workers of Ontario have, for almost 10 years now, been involved with both the training and the development of museums through the establishment of the Ontario Museum Association. This group of

individuals now numbers close to 800 and has tried in a number of ways to encourage the Ministry of Culture and Recreation to develop a policy for museums in this province. Ontario is one of the few that has still to formulate such a statement, and the community has been promised, for at least five years now, the development of such a document. It appears, at this point in time, we are no closer to reaching the goal than we were in 1974."

The letter goes on: "At the recent meeting of the Ontario Museum Association in Barrie at the beginning of this month, some glimmer of hope emerged when the Ministry of Culture and Recreation agreed to meet personally with representatives of the OMA. It is our hope that by dealing directly with the Honourable Dr. Baetz we will be able to get through some of the obstacles that have faced us in the past five years.

"The lack of policy is only part of the overall problem facing the museum employees across the province. Associated with the same issue is the lack of a truly provincial museum. A general consensus of opinion is that the Royal Ontario Museum is, in fact, not a provincial museum in the manner that, for example, the British Columbia provincial museum is. There are departments within the ROM that attempt to perform some provincial functions, but these are by far a minority and much of their work is obstructed, if not made impossible, by this lack of a mandate to perform the much needed task of a true leader of the Ontario museum community.

"To shape an Ontario museum policy is not a simple task but a necessary one, one that is many years overdue. The shrinking dollar and the difficulty in obtaining it make it imperative that something be done immediately. In fact, the longer we wait the more difficult it is going to be to come up with a document that will serve the people of Ontario well. Funds are scarce. Let us not waste the ones that we have."

The letter goes on, but I think it more or less states some of the problems these museums are experiencing and how they are looking to you people for some help.

I have a few comments also on the library system. I am sure the minister received a brief from the students of Scarborough College. Their library was built when the college enrolment was 190. That enrolment now exceeds 4,000. The inadequacies of the present facility to serve the increased number of students became so chronic that the students themselves voted to contribute \$400,000 to-



wards a new facility. That was in 1978 and they are still waiting for a response, as far as I know.

My purpose in citing this example is that it may be indicative of the problems facing libraries across the province. I am not just referring to those associated with a college, but to all of our libraries across Ontario. Most of our libraries are fine old structures and, in many cases, the pride of their communities from an architectural point of view, but are they still able to serve their communities as adequately as the day they were built? Given the indispensable function of libraries to the literary advancement of all Canadians, I feel it is imperative to ensure that our provincial library policy be assessed with a view to the evolving needs of our population.

At the same time, I think it is also imperative that this committee discuss the financial accountability of the library boards across the province which, this year, will receive almost \$25 million in provincial transfer payments and Wintario funds. Again, I am pleased with the comments the minister made that the ministry will be reviewing the structure of the grants going to the libraries, but I am a little upset, as I know are most of the libraries across the province, that there will not be additional funds coming to them this year.

The minister is aware that I have corresponded with him about some of the problems the libraries in my riding are facing. I think the last one I wrote to you about, Mr. Minister, was the Stirling Public Library, which has experienced these problems. They are finding it very hard to meet their commitments because of the shrinking dollar and lack of increase in funds.

I would also like to say a few words, if I may, concerning the Ontario Heritage Foundation. One of the most essential functions performed by this ministry is the work of the Ontario Heritage Foundation. I would like to discuss something which pertains to an area close to mine and ask the minister and his staff for a little more information on it.

It concerns the recent flooding at Port Hope where there was damage to what we feel is one of the most valuable buildings, the old town fire hall. Built in 1871, the fire hall withstood seven floods in its first 100 years. Following the flooding this year, the Ministry of Transportation and Communications made an offer to the town of Port Hope that involved demolishing the fire hall in order to build a new bridge and widen the roadway.

Specifically, they offered to pay 50 per cent of the cost of demolition, 50 per cent of the cost of the land acquisition and 90 per cent of the cost of the new bridge construction. Even the Ministry of Treasury and Economics has now stepped in with an offer to pay one half of the shortfall between MTC's offer and the total cost.

3 p.m.

On the other hand, the Ontario Heritage Foundation agreed to release \$10,000 of the \$25,000 earmarked for the building in order to shore it up and allowed time for a decision to be made based on a factual engineer's report to save or demolish the structure. The town council last week accepted the more lucrative offer from MTC.

According to experts, the streetscape on which the old fire hall is located is one of a kind in Ontario, all built within a 15-year period in the 19th century. The plans for the restoration of the fire hall included some senior citizens' apartments on the second floor and a public hall with access for the handicapped on the first floor, the only building in town to offer that.

Also, the building next door was built in 1843 and it is joined to the fire hall by a common wall. The demolition of the fire hall poses a dangerous threat to the existence of that building.

I would like to know how the minister feels about another ministry tempting the town with offers of more money, something that is hard to refuse by any municipality, let alone one that has just been ravaged by flooding. MTC, and now Treasury and Economics as well, want to railroad their way into another small town and make it look like any other community. At least, that is our feeling.

We would like your comments as to whether you feel this building should be saved. We have had a special request from some of the people in that town on this matter.

The Ontario Heritage Foundation wanted to preserve a proud cultural heritage in a town that has had its share of troubles. It is altogether too easy to put a dollar sign on some of the fine old structures that so well represent the heritage of this province. I would like to know if any further action is being considered on this case.

Regarding the Arts Challenge Fund; a couple of months ago the announcement was made to establish an Arts Challenge Fund to support our larger cultural organizations. I had hoped that we would have heard about the remainder of the ministry's arts support policy by this time to see what was in store

for the smaller agencies and I would ask the minister when that policy will be coming forward.

The way we see it, and it's possible the minister sees it a different way, is that although the total dollar amount being made available in the challenge fund may look impressive, when you consider any of these organizations will only be able to use the interest, it doesn't leave them much further ahead than they were before.

There are 39 arts organizations with budgets of over \$250,000. If \$5 million is to be allotted to this group over three years, this gives them \$1.67 million per year, which, divided by 39, gives an amount of \$42,735 per group per year. If interest is received at the rate of, say, 10 per cent this will actually make available to each of these organizations somewhere just over \$4,000 annually. For groups with budgets of, say, \$1 million I am not sure how significant that assistance will be to them. I would like an explanation of that.

The fund will be allowed to dissolve after about five years on the agreement of both the agency and the ministry. What criteria will be used to determine the winding up of that fund? Has the minister had any feedback from the organizations that will qualify as to how they feel this fund will assist them in their current financial positions?

The minor hockey report: As an initial reaction to the very extensive report on minor hockey in the province, I find it hard to disagree with the principles behind many of the recommendations. Of course, we want more well-qualified coaches; of course, we want more practice time; of course, we want to remove the incidents of violence; of course we want our youngsters to respect the officials and, and more importantly, we want our youngsters to benefit from the experience of healthy competition and physical and mental achievement. Few people would disagree with these goals, but the reality of their implementation is another matter.

While it may be desirable to spend more time practising, let's not forget that ice time is very expensive and it already costs families a considerable amount of money to have their children participate in the sport. While everybody would like to have a certified coach, what will happen if one can't be found in a given community? Will this mean that the existence of a team would be placed in jeopardy? I hope the announcement which was made on Tuesday will help circumvent some of these worries which we have just expressed.

Finally, are the changes that the minister is proposing in the structure of the Ontario Hockey Council going to benefit minor hockey in this province? If so, exactly how will those changes affect the administration of the sport?

I also wanted to mention the sales tax on Canadian entertainment. As the minister knows we have written him on this and the matter has been raised several times.

I would like to say that I am glad the Minister of Culture and Recreation finally got involved in the issue of the taxation of Canadian performances. In an amendment to the Retail Sales Tax Act last spring the exemption from taxation for performances by Canadian talent was removed and it was removed without a word from the Minister of Revenue (Mr. Maeck). Rather it was considered as a change of a housekeeping nature in a bill whose purpose was to implement tax changes in the 1979 budget.

When this change and its importance was realized my leader asked in the Legislature that this exemption be returned for Canadian performances. Neither the Minister of Revenue nor the Premier agreed to do this. We made our intentions known that we would continue to urge the reconstituting of that exemption. It became apparent that this ministry was brought into some meetings with cultural groups who also wanted to see this exemption retained.

Fortunately for our entertainment industry, that exemption has been reintroduced. It never should have been removed in the first place. Never has there been a culture so prone to influence as ours is, being so closely situated to the US. If the government is not going to provide an incentive to use our own Canadian talent, how can we ever expect the private sector to do so?

On multiculturalism, the ministry has effected some internal changes intended to give its multicultural components a broader mandate and expanded power. It is our feeling that multiculturalism should no longer be discussed—it has been mentioned by the minister—as a subject in isolation of all other policies pertaining to it. To speak of multiculturalism is to speak of the fabric of the Ontario society.

How can we even consider labour laws, pension laws, home ownership programs, consumer protection laws and workmen's compensation laws without taking the ethnic needs of our society into account? Ontario is its people. We must be sure that each cultural group feels absolutely free to share



the richness of its heritage with other Canadians.

Canada, as a nation, has always seen the vital importance of preserving and protecting minority groups. Ours is a country of minorities and from this diversity comes our strength as a nation. Let us approach our multiculturalism policies with a view that every resident of Ontario and of Canada, regardless of the time they have been here or their place of origin, is a first class citizen in the eyes of every other resident of our nation.

On the subject of community information centres in the province, I would like to discuss the ministry's role in this area with reference to a couple of those centres as examples.

I understand that this branch of the ministry does not get involved with the hiring of the staff or the administration of the centres in general. It does, however, provide funding up to one third of the centres' operating budget. The amount of funding is recommended by your field staff according to the adequacy with which the centre is serving the needs of the community in which it is located.

Just to touch upon one of these examples I hope to discuss later, three counsellors of the Metropolitan Community Information Centre resigned last year on the principle that the centre, under new management, was not fulfilling its mandate. Further, the resignation of the three counsellors, who together spoke eight languages, meant that the centre, for the most part, would not be equipped to provide services in any language other than English—an unthinkable situation for such a centre in the city of Toronto.

In the light of the significant contribution made by the ministry to this centre, I would like to know what their reaction was to this circumstance. It is also my understanding that your staff will be conducting a review this year of the criteria used to fund these centres and I would like to discuss that in more detail. I would appreciate receiving a few comments from the minister on this particular case.

I think I would also be remiss if I didn't mention that we also have an application in from the Quinte Information Centre in the city of Belleville, a centre that I feel is doing an excellent job. I would like to have some comments from the minister on the role or the job, as he sees it, of some of these information centres throughout the province, many of which are doing an excellent job and providing a real service to the residents of these particular ridings or communities.

3:10 p.m.

I have a brief comment on Ontario's lottery system. Has the minister noticed that the administration costs of Wintario have been increasing every year? Has he also noticed that the revenues have experienced a declining trend? I would ask if this means that Wintario is becoming less efficient. Obviously the revenues from Wintario are slipping because the lottery dollar is now being spread over more lotteries in the province than ever before.

What I would like to discuss with the minister is is there a need for these four lotteries, all with their own administrative systems, all fighting for the same dollar and all with their own little bureaucracies to protect? Have we reached a limit with our lotteries—or, more important, have we gone too far as evidenced by the ever-increasing cost to operate these programs?

I was also pleased to see the minister's comments on the Ontario Educational Communications Authority, TVOntario. I have received, and I know that many other members in all the parties have received, requests from constituents of ours. I know the minister is looking at this and I hope it will be solved, but to just show that there is concern with individuals in the ridings, I'd like to just read into the record a letter that was sent to me by one of my constituents. Actually, it was sent to Elwy Yost, with a copy to myself.

The letter states, "I'm writing you because if what I have to ask doesn't fall within your knowledge and responsibilities, I can trust you'll put this letter in the hands of the appropriate someone. I have sent a copy of this letter to the minister."

His question is: "Does TVOntario have plans to make itself accessible to small-town and rural viewers in the province? You, no doubt, have a better idea than I do of the number of Ontarians you don't reach. I'm among the fortunate. I'm sure a majority who have cable view it, and I'm finding we're spending all our viewing time, but for the news, with your channel"—it's a little vague here—"to a lesser extent on PBS Rochester. I won't go into it with you why I think TVOntario stands head and shoulders above the other networks, and I'm not accusing anyone of deliberately neglecting our rural folk.

"TVOntario began, I gather, as a broadcasting experiment and is dependent on public funds, conditions by which its early years' growth is circumscribed naturally enough. I want to point out that at present TVOntario is really only TVUrbanOntario, serving areas

where there are already lots of cultural goings on within easy reach.

"I'm thinking of friends who live in Tweed, which is north of the city of Belleville, who have neither a science centre nor an art gallery, nor even a movie theatre they can go to that isn't a long journey away. They come to our place so they can see your Saturday night movie and Thursday's Shakespeare. That's all very well and good, you may say, but after a snowfall like the one we had last night making long stretches of highway life-threatening, their cultural isolation is brought home to them more clearly than ever.

"I'm thinking of the many people in rural areas everywhere who, for one reason or another, aren't as mobile as our Tweed friends, who therefore never see the science centre or Julius Caesar, but sit in front of either CBC's Hockey Night in Canada or CTV's Semi-Tough. Whatever the value of such programs may be, by bedtime they find themselves listless and sickish."

He goes on, but I think the point is well made that we are looking for some of the cultural advantages in some of the rural areas that are not serviced by cable. I'm very glad to see the ministry is looking into those different avenues to make sure that in rural ridings we're looked after with some of these programs.

In regard to the native peoples' branch, I know we will be dealing with this in the different estimates. We have concern in our party that we feel there should be more funds allotted to that particular division, as many of the Indian communities are in need.

I almost hold back from mentioning one of the other things. It was a stage play that gained some advertising a short while back. It was one of the—I don't even know how to put it, but I could put it very plainly.

I know we must maintain a freedom within the arts, but I find it very difficult to understand why we should be putting public moneys from this ministry and from the government into such things as that. I think it's something the ministry should be looking at a little more carefully to see that these people don't get any funds at all.

I'd also ask the minister whether he has taken any opinion polls in the ministry and if so, what they were taken on, who they were taken by, how much was spent on them and whether he is prepared to share them with the opposition.

I'd also like to have some comments on his advertising budget: how much he's spent on advertising, what firms it's been given to, why it's been given to those firms, whether they have tendered for that business, if they

haven't, why not? There are different things like that on which we will be having some questions.

I have also made mention here as to how the negotiations with the federal people were going. The minister made some comments and I'd just like to ask him, are you drawing the interest on that cheque or not?

Hon. Mr. Baetz: No, I'm not, unfortunately.

Mr. O'Neil: Why aren't you?

Hon. Mr. Baetz: It's certified.

Mr. O'Neil: Maybe we ought to go after the bank on that to make sure that we are getting the funds.

Hon. Mr. Baetz: As a matter of fact, we are on to the bank; I'll get to that.

Mr. Grande: Maybe you made a mistake.

Hon. Mr. Baetz: No, we're after the bank.

Mr. O'Neil: In conclusion, I would like to draw to the attention of this committee an article which appeared in the San Diego Tribune of September 27, 1979. It was entitled, "A Vibrant Toronto Rides Cultural Crest." It described Toronto as one of today's most culturally sophisticated Meccas.

The article points to the many integral components of this cultural fabric, the Toronto Symphony Orchestra, the National Ballet of Canada, the Canadian Opera Company, 10 community orchestras, 12 dance companies, two major choral groups, two chamber ensembles. It mentions that it now ranks third, after New York and London, in its number of fully professional little theatres; it has 18.

I don't know whether you saw the article, but I mention it as something to uphold in the praise that was given to us and also to mention all of these things which we have in the city of Toronto. This may be very well, but we are also looking for things like these throughout the rest of the province in some of rural Ontario and in the smaller centres.

I certainly would like to see a more extensive policy by your ministry to enable a lot of these groups to travel throughout the province. Your announcement yesterday in the Legislature will perhaps help this policy along. I think we have to do everything we possibly can for the arts to see that these groups are encouraged, permitted and financed to travel to the smaller communities throughout the province.

I would add to that list—to put a little plug in here and besides mentioning all of the things in the city of Toronto—the opening last September of a unique organization



featuring the accomplishments of women, the Pauline McGibbon Cultural Centre. I know the minister participated in the opening, as did the Lieutenant Governor, the Premier and Margaret Campbell. It took four years of behind-the-scenes activity, including organizing and fund-raising, to enable the centre to become a functional structure serving as a showcase for the achievements of Canadian women. The centre is typical of the accomplishments of a group of individuals dedicated to participation in the cultural fabric of our society.

My purpose in showing this article to the committee is to demonstrate how easy it is for us to take our cultural diversity for granted. We need to stand back and take a good look, to see how our cultural sector is such an integral part of our society, just as did a San Diego newspaper.

This also suggests to me that this ministry has a vitally important role to play in the fostering of our cultural identity and in the successful operation of its many components. I look forward to assessing the ministry's policies to ensure that they are fulfilling this mandate in the cultural and recreational aspects of life in Ontario.

3:20 p.m.

**Mr. Vice-Chairman:** Mr. Minister, would you like to respond now or would you rather have Mr. Grande make his presentation first and respond to both presentations?

**Hon. Mr. Baetz:** I think I would prefer to respond to both because they may be touching on some of the same points.

**Mr. Grande:** Provided the minister does not forget.

**Hon. Mr. Baetz:** Notes will be made.

**Mr. Vice-Chairman:** You will probably be reminded as well.

**Mr. Grande:** Mr. Chairman, what I'm going to say to the minister is that it's been a tough year for him, hasn't it? Let me tell you this coming year it's going to be that much tougher. The writing is almost on the wall. The reports that the ministry or some people in the ministry have done regarding Wintario are really dim.

The process that we went through with the Royal Ontario Museum has been for me an experience, to say the least. The Art Gallery of Ontario, of all places—that elite institution in the province—has come under some heavy fire. Mr. Minister, you wanted to make the Ministry of Culture and Recreation a ministry with a high profile; I think you got your wish. It was a ministry of high profile this past year, with a lot of activities. Too

bad they were not all very pleasant for you. However, that's in the name of politics. If you want high profile, you get it. But it's not going to end up the way you want it.

Bob Welch never wanted a high profile. As a matter of fact, he would come to these estimates and in a matter of five minutes would give his introductory remarks and let the critics speak, so that he could then criticize the critics, as opposed to being criticized and pulled apart himself.

But this minister is a different individual. As a matter of fact, I admire the fact that in the last estimates that we had with you as minister, you produced a good, sizable paper at the beginning of the estimates to give us an overview of the ministry; once again, we have another sizeable paper here today.

I want to apologize to you and to the Liberal critic and to the committee as a whole for being late today. The reason was that I was invited to one of the high schools in my riding, Vaughan Road Collegiate, where today they have the kickoff of the chocolate sale to raise money for the Canadian Cancer Society. As that was at 1:10 p.m. I thought I would have plenty of time to arrive here by two o'clock. However, as it turned out, I did not, so I want to apologize to you for that.

The problem with this ministry, as I see it, is that—and as I've said, this minister has been here for the last couple of years—already we notice the lack of political leadership. The Liberal critic congratulated the staff and the people who work in the ministry on being open, for communicating with the opposition critics. You, by the way, Mr. Minister, have learned to do that in the last little while and I appreciate that.

However, I think that the staff cannot be faulted. The staff is doing the best possible job it can. But what happens is that they require political leadership. That political leadership, with respect, is lacking. In all of the issues that came forward this last year—beginning with the ROM and ending with the rebate that you wanted for small theatres and that the Minister of Revenue wanted to tax—you served a role of reacting, never a role of leading.

The problem I find with you is that your reactions are, at the beginning, defensive and protective. But you don't do a good job of that. So what happens is that the whole can of worms opens up and then you don't know how to deal with it. Frankly, that's my feeling, that's my perspective. I could be wrong.

Let me tell you, I'm very disappointed about the cutbacks that are occurring in your

ministry this year. I know the former Liberal critic would be overjoyed to see those particular cutbacks—now, he happens to be our chairman at this time.

I'm not overjoyed at all because I happen to think that when you cut the Wintario community grants program—and you came in the Legislature yesterday with a fanfare about the \$13.5 million, yet you knew that was a cutback of \$2.5 million in that program, from \$16 million last year to \$13.5 million—then I don't see any reason for you to be overjoyed. I don't see any reason why the small community groups out there ought to be overjoyed about a cutback of \$2.5 million in that Wintario community grants program. I don't see any reason students who are desperately looking for jobs during the summer, and taking into consideration the high unemployment for those students, should be overjoyed that your Experience '80 Program is cut back by \$628,000. That's a tremendous amount of money.

I don't know what you're attempting to do, but I assume—as everyone else assumes, I guess—that dollars are scarce and you're going to try to make do with the dollars that you have, or better still, with the dollars that you're given. Because the battle—and you and I know that—occurs in cabinet, and if you're able to present a persuasive argument to cabinet that you require more money, that you require X millions of dollars, if you can persuade cabinet, they will give it to you. However, you have to be persuasive, you have to be tough.

The deputy minister is going to be supporting you in that, I'm sure. My reading is that he's a very tough individual. I think you have a deputy minister who can lend you a tremendous amount of support but you're the one who goes to cabinet; he's not.

Out of the \$13.5 million that you announced yesterday for the Wintario community grants program, \$1.2 million is going to be devoted to coaching as a result of the minor hockey report. That \$1.2 million will be taken out of the \$13.5 million.

Another \$1.6 million will be taken out of that fund because, according to the announcement you made a little while ago, you are going to provide the large arts groups with a challenge fund. I believe that was \$5 million over a three-year period, was it not? Therefore, right off the bat, \$1.6 million is going to be skimmed out of the \$13.5 million for the Wintario community grants program. Not only do we have a drop of \$2.5 million but you have decided in your own political way and with your political priorities to siphon money off.

Let me say something about the arts community. Last year you were mentioning that the arts community is not going to be self sufficient, ever. They have never been so in any civilization. They rely on the private sector, they rely on the goodness of people who have money to donate money to the arts, or they rely on government.

3:30 p.m.

What has taken place is that instead of providing the money for the arts community from the taxation base we have in this province—because I hope those arts communities and those arts groups will last for the next 10,000 years; they are badly needed—you provide Wintario money. And you know that Wintario money is shrinking, you know that Wintario money is not going to last forever, and then what happens down the road is that these communities are going to be left high and dry.

I was afraid that this particular movement was going to come about, I warned you about that last year. Of course the arts communities will accept \$1.6 million from Wintario; they won't reject that money. However, they know that it is here today, gone tomorrow. It's one of those funds where, as you, yourselves, are finding out after you spent a heck of a lot of money, those profits are dwindling.

As a matter of fact, I believe we can go a further step and say that Wintario is bankrupt at this time. You denied that, I know you did, but the fact is that once you take a look at the figures it shows that you have \$8 million in that Wintario kitty and over 1,300 applications to look after still. Heavens! I don't know what kind of applications they are, maybe they are for \$200, \$300, but we're talking about the capital program and they would be in the thousands of dollars, I'm sure.

So \$8 million for 1,300 applications. That is certainly not saying that particular Wintario money or Wintario fund is buoyant and liquid. It says it's bankrupt. It says that the reason you brought about this idea of going around the province and finding out what buildings and theatres have been built, et cetera, is nothing more than a stalling technique to give you some breathing room so that the commitments you have made are going to be lessened and you can pay out the money, and at the same time, during this time you get the profits from Wintario to pay for your commitment.

That is very clear. There was nothing in this what I called last year "socialist plan-



ning" that you were embarking yourself upon. It was just a stalling tactic. You knew it but you didn't say it. Your people in your ministry know it and they said it.

I want to go a step at a time because I am going all over the place, so I am just going to attempt to discipline myself.

Let me go into the Wintario capital program and the report, Places to Grow. By the way, as soon as I saw this pamphlet here I thought, "This comes from the Ministry of Agriculture for sure." Places to grow what, apples? However, I saw the insignia. I saw Ministry of Culture and Recreation, and I thought, "Oh, that's what it is."

**Hon. Mr. Baetz:** Notice the colour of the apple.

**Mr. Grande:** That's what it is, the greening of Ontario. Is that what it is?

Let me tell you—and I just hinted at this in general terms—you did not need this report to know that Wintario is bankrupt, you did not need this report to answer your political questions. I really found those political questions you were asking and finding answers to very offensive, I really did.

I am going to go into those political questions you were asking, because this appears to me to be nothing more than a glorified public opinion poll of what is happening in this province; one of those glorified polls at the taxpayers' expense for the benefit of the Conservative Party of Ontario.

You did not need this report to find out that in the year 1976 to 1977 you committed yourself to the hilt as far as Wintario was concerned. That was an election year in Ontario, so you were making commitments all over the place, but you have to realize that some day those chickens are going to come home to roost and you will have to pay that money.

You didn't have to do this to learn that Wintario is going to be generating \$35 million, that \$13 million or \$14 million are going to be taken out of there—actually it should be \$16 million—for noncapital grants, with the rest to be for capital expenditures. In this report it says there will not even be \$30 million a year to do that.

I have a suspicion at this particular time, and I guess it will be proved either right or wrong. It is that the Wintario capital program is no longer going to take place. I suspect that you are going to stop it; that you're going to say, "First, I guess we'll find out a little bit more about the second scene in the saga of what is going to happen to the capital programs."

I suspect that it is going to come about, and that it will come about as a result of a grand announcement one week into the election campaign, whenever that comes. If I am going to be proved wrong, that's fine. But I suspect that's the way you work. That's the way this government has worked, as I see it, for the last five years.

Once again you did not need this report to tell you, because I have been telling you for the past several years, that you were too heavy on the recreation side in your ministry and too light on the cultural side. This told you that, exactly.

Let me get to those political questions you were asking. Just imagine. You're going around to find out about the capital program you have—whether the institutions, the cultural and recreational amenities have been built and where they have been built in the province, and whether they have enough or not. That's what I understood that program was all about.

But at the same time you asked the question, do the rich get richer as a result of the Wintario program? The author of this report, Mr. Sirman, told us that he did this type of operation and another kind of operation. It's statistical jargon. I understand it because I learned a little bit of statistics. However, the final outcome was that no, there's no wav. If the rich get richer it's not because of Wintario, because Wintario looks after everybody.

But the fact is the author of this report himself admitted that in order to answer that question truly, you would have to compare the economic viability of each group that had an application, and you could not do that.

Let me tell you this. As far as I am concerned, the rich do get richer in the Wintario program, and no amount of rationalizing away in this report is going to change that. If you really wanted to find out whether the rich get richer, you should have found out which golf and country clubs were built as a result of Wintario grants, which flying clubs, squash clubs and tennis clubs were built, and who uses those clubs.

As a matter of fact, I happened to be in Belleville at the time the Belleville Golf and Country Club was getting all the largess from Wintario to go ahead and build.

3:40 p.m.

**Mr. O'Neil:** No, they didn't. They did not get the money.

**Mr. Grande:** Did they not? There was a commitment. Oh, well. Then what happened

was that the minister decided: "I had better not go in this direction. I had better not give it to these people, because, after all, the Toronto Star is after us on that account."

Mr. O'Neil: If you come down, I'll see that you get a game of golf, no charge.

Mr. Grande: Let me make this other point. If you wanted to find out about the rich getting richer and make some comparisons, you should read this booklet. I don't know how many of you have read this booklet, but it is interesting reading.

The way the author went about it, in terms of that last question, was to ask if the ridings held by the Conservative members of Parliament—the government members—get more Wintario money than the ridings held by the opposition. The breakdown was a certain number of seats for the government members, a certain number for the Liberals, and a certain number of seats for the New Democratic Party.

He divided the money by the number of seats and said that the percentages were almost the same. Except that in the NDP ridings it is less. I don't know if you read it or not, but that is exactly what it says. I can even point out the page where it somehow shows that the Liberal ridings get a break from Wintario.

By the way, the author made a mistake. Let me go back to the chart. I read it first in this booklet which you provided me.

Hon. Mr. Baetz: It's on page 24, I think.

Mr. Grande: It is page 36 in this book. I have it well marked.

Hon. Mr. Baetz: In the printed version it's page 24.

Mr. Grande: It says, "the percentage per electoral district: Progressive Conservative, 45 per cent; Liberals, 29 per cent; NDP, 26 per cent." I do not know how this gentleman, with 34 Liberal seats and 33 NDP seats, could get a three per cent difference. I do not understand it. That is not what I get when I figure it out.

Mr. Vice-Chairman: I think they were counting the good people of Ontario.

Mr. Grande: But you see what happens. Let me give you the results.

By my calculations, 33 NDP seats happens to give 28 per cent. Actually, it is the Liberal seats that are wrong. It should be two or three per cent less.

Mr. O'Neil: There aren't enough of them yet. We're working on that very hard. All we need is your co-operation.

Mr. Grande: It should be two or three per cent less. This is wrong. I am not casting any

aspersions on the Liberal Party of Ontario—as distinct from the Liberal Party of Canada, of course. All I am saying is that if an author makes a mistake in terms of finding a simple percentage based on the number of electoral districts, how am I going to believe the other percentages he talks about, the ranking and the other statistics he talks about? Oh, well, it was probably a slip, just a typing error.

Let me continue with the material about the rich getting richer and the NDP seats versus the Liberal and Progressive Conservative seats.

You may not be aware of this, but in Metropolitan Toronto the NDP happens to have 14 seats, the Conservative Party holds 14 seats, and the Liberals have one. If you wanted to make a distinction, there is the perfect place to do it—14, 14 and one. Then you could ask what percentage of Wintario grants the 14 NDP seats in Metropolitan Toronto get and what percentage the 14 Tory seats get. I would venture a guess that the discrepancy is probably two to one, if not higher.

As I said, I resent political matters, such as that urban areas benefit more than rural areas, being found in this kind of a booklet, which I understood to be a very sensible planning proposal and planning tool.

I worked out an example, just for fun, to test these statistics. I found out that in talking about the number of Wintario, dollars per person that went into each of these areas, the author leaves out the fact that each individual in those small communities had to dish out about 10 times more than the private sector does. So while they may have received more Wintario money per capita in the north than they do in the south, none the less they had to dish out from their own pockets about 10 times more than the people in the south did. It would be nice to compare those statistics.

Let me leave this area. Obviously, we are going to talk a little more about this. I don't know how much more, since Wintario is bankrupt. We will find out that it is going to fold up, and that is that. Let me go to another area, the Royal Ontario Museum. I'm not going to be talking about each area in your ministry. I have just picked out certain areas I feel you should look at this year.

The Royal Ontario Museum is one of those institutions in which, as I said before, the process was really interesting. We had Dr. Cruise come before us last year at this time, and he talked about \$604,000 that he badly needed at the museum. That is all he wanted, \$604,000. On that particular day there was a newspaper article in the Toronto Star that



stated the curators in that place were almost at the point of rebellion.

Do you know where we are now with the museum? Right now the museum is \$17 million short of the money needed to go ahead with the renovation and expansion program.

I am going to explain to you how it is \$17 million short. You guaranteed \$11 million to the museum as a result of the transfer of Loto Canada to the provinces. You made the commitment that that money would be earmarked for the museum. Now there is the daily battle about whom Loto Canada belongs to. The Liberals say, "It's ours," because they understand patronage, you see; they understand it clearly. They have been in power for a while. But the neophyte Conservative government, in that short period it had in Ottawa, did not understand the patronage system and how it could work to its benefit, and it gave it away to you because you understand it, and the more you can have the better it is.

The Liberal government of Canada, through the Hon. Gerald Regan, Minister of State for Sports, said: "We are going to look at some ways to get Loto Canada back. We want it back. If the Conservative government can give it away, we can take it back." That was the message. In other words, it was a political decision to give it to you; it can be a political decision to take it away from you.

But then you intervened and said: "If you do that, I'll take you to court. You'll have to fight for it." Well, they may be ready to fight. They have four years at least, so they could stand a fight, perhaps. I do not think you can stand it, but perhaps they can.

That \$11 million you guaranteed to the Royal Ontario Museum is the Loto Canada money that the federal Liberals want to take back, and you are not going to have it. Where is the museum going to be left? It is going to be left with you saying that the federal government should pick it up. We are back again in April of last year when the federal government was not coming through with the \$15 million. Once again we are at the same place

3:50 p.m.

There's \$3 million from the private sector that up to now the museum has not raised, committed or pledged. Your deputy minister appeared before the public accounts committee one day and said: "Our understanding is that if they do not raise \$10.34 million from the private sector, Wintario is not going to give them \$10.3 million. After all, the

way Wintario works is that we give dollar per dollar, 50 per cent."

Actually, you made an exception with the museum because in Metropolitan Toronto it's supposed to be one third. You made an exception, and that's fine.

However, what happens if you have to take into account in the formula for Wintario grants the \$11 million that is federal money? The museum is going to be left short. As a matter of fact, the auditor states that the only amount the museum could get is \$6.67 million instead of \$10.3 million. So the museum is going to be short about \$4 million on that account from you.

There is a commitment from the museum board that they will not proceed with the renovation expansion until the money is committed or on hand. The money, I suggest to you, is still not committed or on hand. There are a lot of problems intervening. I hope not, but I suspect this year we are going to have more problems with the museum.

Let me talk to you a little bit more about the provincial auditor. This is the first time one of these institutions, one of these elite bodies in this province has been dragged before the provincial auditor and the public accounts committee and told, "You're accountable for your actions."

You sent a letter on October 5 in which you state your intentions. You state, "You will not get that \$10.34 million if you don't raise \$10.34 million." Yet the decision of the board of trustees was: "Go ahead. Tender for the work up to \$44.5 million." They had understood, you see, that you had guaranteed them \$44.5 million.

Somewhere along the line somebody has to be wrong. It's either you, who weren't prepared, and went to the museum and spoke off the cuff, or else it is the chairman of the museum board of trustees who misunderstood what you said.

All I'm suggesting to you is that there are problems that still have to be dealt with at the museum; that you take the political leadership and say to Sidney Hermant, to Dr. Cruise and to the board of trustees, "Look, this is what you're going to get from me."

But they know you're soft, Mr. Minister. They understand that well. Therefore, they're going to play with you. They're going to play a little game of push and shove, and we'll come to the point where you're going to give up. That's the game they're playing.

My firm conviction is that you should stop playing that game and say to the museum, "This is it." As a matter of fact, I made that

suggestion before to you. I made it public, and I firmly believe it. Three quarters of the people on the board of trustees of that museum should be relieved of their positions. They should.

I made a good suggestion to you. Look at the private member's bill that I presented in the Legislature. Make sure the chairmanship is an elected and not an appointed position so the other trustees, whoever they may be, are not going to be powerless, so it's not "the power is with the chairman who is appointed by the Premier's office, after all."

Third, make sure democracy, if not a reality, begins at least to be seen to be present at the museum. Make sure some of those meetings of the board of trustees are open to the public, so when things explode they don't have to explode like atomic bombs. We'll know them in advance; we'll know what is happening.

You are accountable. After all, it is public money that is being spent. It's your responsibility to ensure that public money is being spent well. It's my responsibility to tell you when you're not spending it well.

Before I leave this particular area of the museum, I'm looking for answers to those questions I'm asking. If you want them in specifics, I can put them in specifics. When we get to that vote and the arts vote, I will put to you specific questions about the museum, what is happening in administration, in the decision-making process of the board of trustees, and in your decision-making process vis-à-vis the museum.

By the way, I received a very interesting postcard the other day. I thought I'd share it with you. At the bottom of that article the Liberal critic was talking about in the *Globe and Mail* it mentions the private member's bill I presented in the Legislature. The part, "To have the board chairman elected instead of appointed by the Premier's office," is underlined.

This person says: "Dear Mr. Grande: I read the item with interest. As a trustee of the ROM for three years in the early 1970s I would stress the need for continued action along the lines, especially where it's marked." and, "The other part's also desirable," this person writes.

It's not just me saying these things to you. There are people who served on that board of trustees who know and understand the internal, hidden, almost secret process that goes on.

**Mr. R. F. Johnston:** We don't even have an elected chairman of Metro council, let alone of the museum board. We have an ideological problem here.

**Mr. Grande:** I'm dealing with the Minister of Culture and Recreation this time. We'll deal with Tom Wells another time.

**Mr. R. F. Johnston:** It seems to fit some sort of pattern though.

**Mr. Grande:** Another cultural institution I mentioned earlier came a little bit under fire. That is the Art Gallery of Ontario.

The kind of worker-bashing that took place at the Art Gallery of Ontario—and the standing committee on public accounts will not allow me to speak in these terms—is a disgrace to the public-run institution. It's a disgrace to the Minister of Culture and Recreation, in the sense that the Art Gallery of Ontario is funded by public money, and yet it is attempting to deny workers their rights, rights which are enshrined in legislation in this province.

I take that to be pretty serious. I know you weren't quite interested. You said, "I don't want to be involved in that." Again, I point out to you where that political responsibility you have rests. Where was that political responsibility? Where was that direction?

4 p.m.

Approximately \$30,000 to \$35,000 was spent in legal fees. The Art Gallery of Ontario went to the Ontario Labour Relations Board and was convicted on five counts of attempting to bust the union. Simple words; they're understood. That's what they were attempting to do, bust the union.

They spent hundreds of dollars on classes or programs or courses for supervisors in order to let them know what they should look for and what they should do when attempts are being made to organize a union in that institution, in other words, they pay thousands of dollars to learn how to bust the union. My tax dollar is involved in this too. I take great offence on that and you should also.

But your philosophy is, "Well, we really did not want the union there." One of the union representatives called you on several occasions, requesting you to listen and find out what was going on there. You refused. You did not want to meet with this person, because you said in the Legislature, "It would be too one-sided." As if you did not know where the art gallery stood, or if you did know, you weren't doing your work.

Members of your staff knew exactly what was going on and for what reason. But you were not getting excited about it. You want to stay out. That, I submit to you, is political direction. That is political leadership. And you refuse to take it.

I still want to find out what happened to the \$30,000 or \$35,000 in legal fees—who paid



them and when they were paid. If necessary, I would even go so far as wanting to see receipts, because I feel so strongly about this particular area.

On the same topic, about workers and workers' rights, and the workers' right to unionize—in essence that's what it is—I looked at the amount of money you provided to the Royal Ontario Museum this year in operating expenses, and I see a 12.6 per cent increase. Last year you gave them a 3.4 per cent increase. I don't understand why that happens. I can make up a reason.

You know darn well, as well as I know, that those employees at the museum are unionizing. Is that another means of bashing the union, by buying the workers out?

I'm just asking this question. Perhaps you can answer it. It may be rhetorical. But I cannot see an institution to which you gave 3.4 per cent increase last year, going up to 12.6 per cent increase this year, so they can give the workers an eight to nine per cent increase. That's great. That's fantastic. You should do this all the time.

However, I suspect that the reason for that is to get the workers to stop signing the cards, or to say, "I want my card back," or whatever the case might be. I suspect that you yourself have been involved in union busting at this time.

I will tell you it won't work. But certainly you will try it. I just want to give you, as the expression goes, "a piece of my mind." You will fail. And once you've failed, you've shown again a lack of political direction and a lack of knowing what you can accomplish and what you cannot accomplish.

The Liberal critic was talking about multiculturalism as if it should not exist.

Mr. O'Neil: I think I should correct the record on that. That wasn't the case and the intent at all. If you took it that way, you shouldn't have. You shouldn't give so many pieces of your mind away. To come out with something like that just doesn't show that—

Mr. Grande: But I listened to you. You said—

Mr. O'Neil: The facts are there and what was said—

Mr. Grande: No different.

Mr. O'Neil: We think it is very important, likely a lot more than you do. You claim to think you're the only ones, but you're not. Anyway, go ahead.

Mr. Grande: We don't claim to be the only ones, but I'm trying to paraphrase; if I'm wrong, the record will show it. You, in essence, said that every citizen in this province should be treated equally—I don't dis-

agree with you there—that labour laws should reflect the ethnic composition of this province. They should be reflected in every ministry and in every level of government.

Mr. O'Neil: You don't agree with that?

Mr. Grande: I certainly do. But I don't say that multiculturalism should not exist.

Mr. O'Neil: I didn't say that either.

Mr. Grande: No. I'm saying that you said it.

Mr. O'Neil: Well, the record stands for itself. You better read it over. Anyway, you're questioning the minister; go ahead.

Mr. Grande: That's right, and you will be glad to know that the minister and the ministry think exactly like you. You think alike. You're one of a kind.

Mr. O'Neil: I'm glad we're not like you.

Mr. Grande: That's fair enough. I'm glad that you're not.

Mr. O'Neil: Mr. Minister, you should be saying you can't take that kind of stuff from him.

Mr. Vice-Chairman: Will you please put your comments through the chair?

Mr. Grande: Mr. Chairman, these are supposed to be debates and that's what they're getting. That's what they are. It's good.

Let me say to the minister, leaving the Liberal critic aside for the moment—I'm sure we'll be able to debate this at another time with him—when Mr. Welch was the Minister of Culture and Recreation he said what multiculturalism was. If you want me to read it to you—and by the way, the Premier of this province in 1977 said what multiculturalism was, at least as far as he's concerned—it talks about equality, participation and appreciation; three key points in the multicultural policy of the government of Ontario.

I just want to find out where the equality lies. Is it an equality which says that you, a Portuguese speaker, can have contact with the government of Ontario in your own language, can write to us in your own language, and we will translate your letter and answer you in your language? Is this equality? Is this participation? Perhaps I picked an example which may be unfair. It's probably an extreme example.

By the way, it was in May 1979 the cabinet decision was made that changed the whole multicultural development branch in your ministry. You got rid of it. You let it go. You dropped it. Why? Because the Premier gave you orders to go in a different direction.

Let me read you the orders the Premier gave, from a speech he made to the Ethnic

Press Association of Ontario, in Toronto, May 16, 1979. It's a very interesting date, because in May 1977 the Premier made a different sort of speech with a different kind of multiculturalism in mind, two short years earlier. But let me tell you what the Premier said in 1979.

He said: "I would like to advance the view that these differences"—the differences are, I guess, in language, in tradition, ethnocultural differences—"must be counterbalanced by a comparable effort to stress those things that all residents of this province have in common. By so doing, I believe we will advance the citizenship and society we all share."

**4:10 p.m.**

But the Premier wants to get rid of it. You will deny it, no doubt. You will point out to me minor things you are doing in the citizenship branch to show me that it's different. But the fact is, the Premier has said he wants those differences to be counterbalanced. As of May 1977 the Premier was saying those differences ought to be strengthened, because it's a case of unity through diversity. That was the cry at that particular time—unity through diversity. In other words, he ennobled those differences the various ethnic groups have when they come to this country.

In May 1979 the Premier said, "We have to counterbalance those differences." I have seen this before in other parts of this province of ours, either with the school boards or with municipalities, and in other provinces and other countries. Do you know what it spells to me? It spells assimilation. Let's not talk about our differences, because our differences are divisive. Let's talk about our commonality.

It's very interesting. But I have a bit of advice for the Premier, although the Premier probably will not accept it. None the less, to you, Mr. Minister, the advice is this: No matter how hard you try to annihilate those differences that exist among us you will never be successful. I can tell you that because I'm one of those persons whose differences you say have to be annihilated, have to be counterbalanced.

Maybe the Liberal member wants to say something to that effect. I guess we'll get him to the vote and we can talk about that.

**Mr. O'Neil:** I'm sure I'll have lots to say to you.

**Mr. Grande:** Please do. The more you say, the more we understand where you stand.

**Mr. O'Neil:** That's right. The more you say, the more we know where you stand, too.

**Mr. Grande:** I've been specific at all times.

**Mr. O'Neil:** Anyway, Reuben, that's your problem, not mine.

**Hon. Mr. Baetz:** It's a problem we can solve.

**Mr. Grande.** But this paper, *A New Thrust* for the Citizenship Division, for proposed organizational changes, talks about ghettoization. How many times have I heard that horrible word "ghettoization?" If ethnic groups come to this country and do not assimilate, they are going to ghettoize in one particular area of the city, and that particular area is going to envelop squalor, sickness and so on.

You know about it. Back in the early 1900s the very same thing was said about the Irish when they came over here because they came from a famine-stricken land. At that particular time, the same cry of "ghettoization" was heard—that through the educational process we had to counterbalance this differences. I remember reading a quotation of what was said by one very important person in this city at that time—"We've got to uplift their souls."

If you are going to treat multiculturalism in any way, treat it very basically. A fundamental aspect of its philosophy is a recognition that those groups are here; that those groups make up part of the society of Ontario and of this country; to accept, if you like, that those people have every right to form their institutions if they so wish. You cannot stop them. You may not want to give them funds, but if they need those institutions they will forge ahead and have those institutions, whether you like it or not.

Maybe I am speaking in philosophical terms that might just remain in Hansard for the next 100 years or so, but I am saying to you that each of those groups, the differences they have, the strengths they have, ought to be encouraged and supported, because that's what Canadian society is about. That's Canada, whether we like it or not.

I want to find out why you got rid of the multicultural department in your ministry—if you got rid of it because the order from the Premier was to go the assimilation route. Let me know. I want to find out.

I want to find out as well—and in a way I'm glad that the Advisory Council on Multiculturalism and Citizenship, as you call it now, is with this ministry. Strangely enough, three or four years ago I felt exactly the same way, that it should be in this ministry. Then, since that time, you have been telling me, and I started to believe you, that multiculturalism should be at the Social Development secretariat level because multiculturalism pervades the whole of the government.



That was the line Bob Welch was giving me, and I started to believe it.

Now all of a sudden you're flip-flopping and saying multiculturalism really belongs in this ministry; that the Advisory Council on Multiculturalism ought to be in this ministry.

Mr. R. F. Johnston: You've got the Premier mad now, Tony.

Mr. Grande: I bend to that will at all times.

The Ontario Advisory Council on Multiculturalism, as we knew it, was doing a good job. The problem with the recommendations of that advisory council was that what they were recommending was never implemented. I'm talking about recommendations that were basic and that were never implemented. I knew some of those people on that multiculturalism advisory council because I attended many of the meetings they had. Let me tell you, they were frustrated.

I guess either because they told you they were frustrated, or because of the particular direction you wanted to go, you decided to broaden the scope of the Ontario Advisory Council on Multiculturalism. I can tell you, by broadening the scope, which you have indeed done, you have rendered it ineffective. That is what you have done.

Why would you want the citizenship function to be in that advisory council when supposedly your ministry has looked after citizenship since about 1974 when the ministry was established, maybe even before that?

I want to ask a lot of questions of the new chairman, Yuri Shymko, the defeated political candidate for the Conservative Party, as I recall. I don't know the gentleman but I understand—and I'm being sincere about it—that he has been involved in this particular area for a few years. Therefore, I look forward to listening to him and finding out what his ideas are.

I am not one to say that he's a political appointee. First, I want to see him and to hear some of his ideas. Then I'll tell you whether he's a political appointee or not, but not before that. I want to wish him well.

4:20 p.m.

By the way, I don't know whether you've seen the article in the *Kingston Record* which said, "Wooing of Ethnic Voters a Sign of Election." One of the things that they mention is, "Davis has also installed Yuri Shymko, a spokesman for the Ukrainian Community and a former Progressive Conservative MPP who can be counted to look after the party's interests, as the council's first full-time, \$40,000-a-year chairman."

Since you have a full-time chairman of that council, you would want that council to be functioning, to be doing something, to be giving you some advice. I look forward to the advice you get from that council.

I am also going to ask you about the other 60 people who were appointed to that council. In what way, shape and form were those appointments made? Did you have a list somewhere that you provided to the Lieutenant Governor and did she, in her many good ways, select 60 of those names? Why were 60 appointed?

How can the people who were appointed represent a constituency? What are you talking about? I thought I was elected to represent a constituency. Now you are saying that those people who were appointed have a constituency. I am going to be asking very hard questions and looking for answers on that.

One of the suggestions I have for the Ontario Council on Multiculturalism and Citizenship is this. A little while back, on October 16, 1979, I put the following question on the Order Paper in the Legislature:

"Would the ministry responsible table the summary of third language skills in Ontario government employees under the headings: (1) ministry; (2) full-time employees; (3) number of full-time employees who speak one language; (4) number of full-time employees who speak two to five languages other than English and French; (5) the position held in the ministry by each of these employees fluent in a third language; and (b) total number of third languages spoken in the ministry? Would the ministry provide the information for every ministry in the government?"

Maybe this was the first time you had done this. That's fine. Maybe nobody had ever asked you before and you had had no reason to do it. My colleague, Dr. Duksza from Parkdale, put some questions on the Order Paper to the Ministry of Community and Social Services, the Attorney General, to all the ministries, asking what they were doing in terms of multiculturalism. Let me tell you, the answers were the most superficial I have ever seen.

One of the things this new council can work on is to find out if indeed a multicultural policy of this government says that in the Ministry of Community and Social Services only seven per cent of the employees speak a third language; and if that percentage of employees who speak a third language is representative of the 32 or 33 per cent of the people in this province with those cultural backgrounds and who speak those languages.

Maybe they can find out and do a much deeper study than that suggested in the question I put on the Order Paper. I would like to find out about the Ontario Provincial Police with six per cent of their employees speaking a third language—290 out of 5,193. It that what multiculturalism is about?

If you are going to look at multiculturalism and talk about culture, then you are just on one plane and one plane only. That philosophy has to translate in terms of the economics of this country. That philosophy has to translate in terms of the social component of our society. That philosophy has to prevail if you believe in it.

Don't tell me the way it prevails is by speaking in such general terms that you get people to understand your direction is one of assimilation. Don't tell me that is the way multiculturalism ought to work and that is what the philosophy is about, talking about commonalities instead of wiping out differences.

As I say, I wish the multiculturalism advisory council well and I sincerely hope it will take this as perhaps one of the first things on its agenda, to look at it and do a thorough study of it.

When you have two per cent of the people employed by the Ontario Provincial Police who speak a third language you begin to ask yourself: "How can the Ontario Provincial Police, in their decision-making processes, reflect the component parts of this province? How can they?" They can't. They have no input. That is what multiculturalism is, if you want to translate it into real terms and not leave it as an airy-fairy kind of political speech you make.

I would like to go on to a few other things, and then I will leave it for the time being. The member from the Liberal Party mentioned libraries. I want to tell you, the libraries are having problems right now. Your grants have not increased since 1977. There has been no grant increase. As a matter of fact, what is happening is that the percentage of the libraries' budgets which you supply has been decreasing over the last two years.

Let me give you some of these examples, because one happens to be the borough of York public library, one to which I am very much attached. Its provincial grant in 1974 was 23.4 per cent; in 1976, it was 19.64 per cent; in 1978, it was 16.54 per cent.

You see what you are doing. You are doing exactly what Tom Wells did with the municipalities, which my colleague was speaking about a few minutes ago. You give them less money, and then they have to increase or not increase their property taxes.

You are doing exactly that to the libraries. You are giving them less money and the municipalities have to provide the money to the libraries so they can perform the very important functions that libraries perform.

Something one of the directors of a library made sure I would tell you is that they unanimously passed a resolution at one of their annual meetings. This was the York public library board. It unanimously passed a resolution supporting the principle that the public library boards continue to operate under the Public Libraries Act as autonomous bodies and that provincial grants be paid directly to the library board.

This was about two or three years ago when that big blue book came out. I can't remember the name of it. But anyway, you were going to get out of that. That was the recommendation, I believe, from some people in the municipal field, that you get out of supplying money to the libraries, that the municipality take it over and provide the money for it.

These people are concerned. They have been, for the last two to three years since that particular point, in a state of limbo, not knowing what you are going to do. I am conveying to you the message of one library board, which is saying, "We want the grants to come directly from the ministry, even though that percentage of our budget is decreasing. We want the grants to come directly to the library boards."

4:30 p.m.

With the state of education as it is today and libraries and schools closing all over the place, I hope you appreciate that the public library system is performing, and is the only one left in the field to perform, that very important function of making sure students and adults are able to go to a library and get some books to read, if they so intend.

With regard to information centres, and that's my last—no, as a matter of fact, I have another couple of items. The information centres in this province are being squeezed hard. Some of them have had to close their doors. Again, I asked a question on the Order Paper some time ago. Out of the 40 information centres across this province you gave me information for—I guess all the 40 that exist—it was interesting to go through from 1975 to 1978, the last year for which you provided information, and to find out cent for cent exactly the amount of money that was given to those information centres. Nineteen thousand dollars in 1975 and \$19,000 in 1978. What is happening? Do you think they can survive? If everybody needs an increase be-



cause of inflation, don't you think that the information centres need an increase?

But I suspect, Mr. Minister—and again I could be proven wrong—that you want to phase out the information centres. One of the new things that has occurred in your ministry in the last year is the Information Access Program. One of the things you said about this project is that you will not need any extra money in order to operate it. By the way, it doesn't work only for the Ministry of Culture and Recreation. As I understand it, it works for many ministries.

It appears to me that after 38 years in this province, the Progressive Conservative Party has found out there are people out there who need service. So they have the Information Access Program. Then they can receive phone calls and service people a lot faster than they're being serviced.

The real concern I have—because you can reorganize any way you want—is that as this Information Access Program of yours gets bigger, then you have less need for the information centre out there in the field. So that you say, "Send us the information. Talk to us. Phone us," et cetera, and people who run these information centres are going to disappear. The people are not going to disappear, but the information centres per se are going to disappear. I'm afraid of that direction. I point out to you that many people within your ministry are afraid of that direction.

The information centre that the Liberal critic was talking about—as a matter of fact, those people originally came to me and to the member for Parkdale (Mr. Duksza) and to the member for Scarborough West. I had to suggest to them a particular direction to go. I felt that the Metropolitan Toronto Information Centre was attempting, with the few resources and funds that they have, to do the best possible job they could. And I don't fault them. But what I do fault them on is that they decided, in their own way, certain people within that particular complex were expendable.

It forced those three people—among the three of them, they had somewhere between 15 and 17 third languages—it gave them no alternative but to resign. I know that case is before the Ontario Human Rights Commission, therefore I will not comment on it. Perhaps my friend from Scarborough West might come in at a later time and talk to you about that particular concern.

I told you I was concerned about the Wintario capital projects. I informed you some time ago I was concerned about the Variety Village proposal. I went up to your minis-

try to take a look at that proposal. I commented to you in an open letter on the fact that people came to me, feeling very upset because with that one Wintario capital application you were distorting the whole government policy on the handicapped.

It's no small potato. What Margaret Birch has been saying for the last three to four years, what the Minister of Transportation and Communications (Mr. Snow) has been saying for the last two to three years, what the Minister of Community and Social Services (Mr. Norton) has been saying—you name it—with that one capital grant, \$3 million to the Variety Club, you would be distorting the process by which the immediate community should be providing facilities for the handicapped.

I don't even know what the status of that application is. It followed a particular time. They have to get back to you within a year to show you that they have raised the money and then you would have committed that \$3 million.

I want to find out about that. I want to find out from you how one Wintario capital grant application can distort the policies of this government. How fragile are the policies of this government?

I saved from that time the sheet which I got from the application, when I went to see the application form. I took a photocopy from it. Of course, I asked permission. I believe it was Mr. Noon who let me see the file. The tremendous process that occurs here is enough to say, "Is this political patronage?" Let me read to you.

"On Thursday, September 4, 1978, the initial meeting with Honourable William G. Davis, Premier of Ontario, 4 p.m., Premier's Office, Queen's Park.

"Present: Premier Davis, Clare Westcott, J. D. Creighton, G. Gross, R. A. Bovaird and F. Lett.

"Tuesday, October 10, 1978: Follow-up meeting and consultation with Robert Cook, executive officer, special assignment, Premier's Office." We know about Robert Cook, don't we? We talked about Robert Cook last year and the function that Robert Cook plays in the minister's office.

"Thursday, October 19: Consultation with Ministry of Culture and Recreation, executive assistant's office. Present: Brian Shannon, Margaret Mottershead, Dennis Tieman, Robert Cook, Marcia M. Munro.

"Tuesday, November 21: Consultation, Ms. Ingrid Thomason and Mrs. Marcia Munro.

"Thursday, November 23"—again consultations in the Premier's Office—"Robert Cook and Mrs. Munro.

"Tuesday, November 28, 1978: Ms. Ingrid Thomason and Marcia Munro, consultations."

For heaven's sake, you're not talking about a capital grant application that went through the mill in your ministry. You're talking about a capital grant application that went to the Premier of this province. And the Premier of this province said: "Go ahead. Give it to them."

This particular grant—and as I say, I don't know what the status of it is; we'll find out—changed completely, almost a 180-degree turn, the policy of the government vis-à-vis the handicapped people in this province. That's what it did.

4:40 p.m.

Organizations like the Blind Organization of Ontario with Self-help Tactics, United Handicapped Groups of Ontario and the Ontario Federation for the Physically Handicapped came to me and spoke to me about this application and said, "See what you can do because this application is going to destroy whatever we've been trying to do in this province for the last four or five years."

I wrote to you. You wrote me back and you said, "There are many varied opinions within the community of disabled people on the value of this proposed facility." First you enact policies which say that the handicapped people should be served within their immediate community, then you say that there are varied opinions, and therefore we will decide to go one way or another because the opinions vary. How fragile is your policy? Let's find out about this a little bit later.

The last point I bring to you is about the Royal Hamilton College of Music, which I'm sure you know about. They had to issue a press release. It says: "The Royal Hamilton College of Music, Hamilton's oldest nonprofit music school, will teach its last lesson this coming June unless a direct appeal to Premier Bill Davis is successful.

"All other avenues have been explored," says board chairman Bob Darling. "For the last five years the Ministry of Culture and Recreation has been aware of our problems. They've instituted three separate studies. They agree we should be funded but they fail to understand that we have no more time for studies. Without the province's support, there is no possible way the college can continue beyond June 30. We have already cut programs to the bone."

How do you respond to this appeal? I guess you did respond to the appeal of the Stratford Festival and the problems they are having by instituting the challenge fund. How do you respond to this appeal? I want to find out. I want to know if you have an answer.

Mr. Chairman, thank you very much for being patient with me. I felt I should be putting some things on the record and be clear on my positions. I wish that other people on these committees would make their positions clear as well.

Mr. Vice-Chairman: Is it understood and agreed that we will sit till 5:10, which will give us an even three hours and leave seven hours for the further debate on these estimates? Is that understood? All right.

Hon. Mr. Baetz: Mr. Chairman, both critics have covered an enormous territory here.

Mr. Grande: I did speak about hockey because Elie Martel wants to know.

Hon. Mr. Baetz: Okay. They've covered an enormous territory and even though I propose to respond only in a general way, I'm not altogether certain I could complete my response by 5:10. If not, I would hope that I could resume my reply when we meet next. There are a good many points there.

Mr. Vice-Chairman: Monday, April 14, after the routine proceedings in the House.

Hon. Mr. Baetz: The other thing before we conclude tonight—and maybe you'd want to do it right now—is to decide when you would like to have some of the agencies appearing here.

Mr. Grande: Let's not go through this again.

Hon. Mr. Baetz: The member for Oakwood has indicated he wants to meet with the chairman of the new multicultural and citizenship council. I'm sure he'll be happy to come here.

Mr. Grande has made some very strong comments, again, about the Art Gallery of Ontario. I'm sure the chairman of the board of the art gallery would dearly love to be here to respond to that, and similarly, the Royal Ontario Museum.

I think it's only fair that these and others who have been mentioned here and who have been under severe attack should have the opportunity to appear before your committee. It's mainly a matter then, if you agree they should be here, that you warn us and give us time to get to them to make sure they will appear when you want.



**Mr. Vice-Chairman:** Last year, if you recall, we brought in various people you wanted to question. We left the votes and went to the questioning of those various people who appeared before the committee.

I don't know how you want to do it. I'm in the hands of the committee and if you want to decide how to do that right now, I imagine we'd be well advised to do it.

**Mr. Grande:** May I have a comment here? I really do not want to get involved in the kind of thing we had last year. I want the minister to respond as thoroughly as possible to both the Liberal critic and to myself first. After the minister responds, I think we can take a look at plans.

It obviously depends on how long it takes the minister as to when discussion on vote 3001, main office, et cetera, will start. I do not want us to make plans to have people here and then have the minister, not having completed his comments, saying: "Those people are here. Let's go to these people." I don't want to get involved in that process again.

**Hon. Mr. Baetz:** I can easily adjust and would be quite happy to adjust the timing of my remarks to facilitate the appearance of these people here. I may well be able to cover my initial response tonight; I doubt if I can, but it isn't going to go on forever, I can assure you of that. It'll be on for another 10 minutes after tonight.

I really think there have been some very strong accusations levelled against the chairman and the whole board, the management, of ROM; the same with the Art Gallery of Ontario; the same with the new Advisory Council on Multiculturalism and Citizenship. I really think, in fairness to the chairmen of these bodies, they should have a chance to have their day in court.

**Mr. Grande:** I'm afraid I just have to say a few things here. I did not level any attack on those particular people. I levelled attack on the positions they hold, if anything. The attack was on you, Mr. Minister, for lack of political leadership. That's the theme of what I was talking about.

**Mr. Vice-Chairman:** I wasn't suggesting that we bring those people in before the minister completes his comments. I'm sure it's well within the prerogative of the minister to bring in anyone he sees fit. In fact, if he wants any particular individual to respond to some of these remarks, would it please the committee to do it that way? You could let those people address themselves

to comments that are made directly towards them.

**Hon. Mr. Baetz:** I think it would serve your own purposes much better to have some of those people present to be able to deal with some of the information, some factual data that certainly is going to be closer to them than it is to me.

**Mr. R. F. Johnston:** First of all, Mr. Chairman, one of my concerns is that we don't have to take up our time now trying to make these kinds of decisions that might be better hashed out between representatives of the three parties in the next little while.

Secondly, I have no problem at all with representatives being called by the minister or whatever. I do want to make sure we don't get into major statements being made by these people who are only responding to questions. There are a lot of us who would like to ask you questions and who don't have any particular questions we want to pose to those people.

I'd like to recommend that we continue with your statement at the moment and make some sort of agreement either on a tripartite basis or outside of the time we're taking here as to how to go ahead on this.

**Mr. O'Neil:** Would you deal with these questions to the minister and call, for example, a representative from the ROM underneath the proper vote?

**Mr. R. F. Johnston:** Why not?

**Mr. Grande:** Except that my feeling is I would like the minister to answer in terms of politics.

**Hon. Mr. Baetz:** I'm going to. I'm delighted to.

**Mr. Grande:** That's fine.

**Hon. Mr. Baetz:** I'm just dying to.

**Mr. Grande:** Some political decisions will be answered. On administrative decisions, let the groups that come before us answer them. That's fine.

4:50 p.m.

**Mr. O'Neil:** I wonder if I could ask the chairman and the minister, when you are talking about having representatives from the ROM, and the names that were mentioned, is there any thought of having some of the directors of the ROM in attendance too?

**Hon. Mr. Baetz:** Sure.

**Mr. Vice-Chairman:** I think what we have to decide here today is whether you want to have those people who are going to be witnesses before us at a given time or under

a given vote. That really is the business of the committee.

**Mr. O'Neil:** I think it should be under the vote.

**Mr. Vice-Chairman:** Do you want these people to come in as the votes proceed?

**Mr. Grande:** I can appreciate, Mr. Minister, that you will need to give those people advance notice.

**Hon. Mr. Baetz:** We would have to because I believe that the chairman of the Art Gallery of Ontario is out of town for a day or two. When is he available?

**Dr. Wright:** He will be available on April 16; he is returning on Monday, April 14.

**Mr. Grande:** To continue with what I was suggesting, perhaps Tuesday would be a good time for these cultural agencies to come before us and we could deal with them.

**Mr. O'Neil:** It's going to be in the order of the vote and some of them may not come up on Tuesday.

**Mr. Grande:** I think the suggestion of the member for Scarborough West would be a good one.

**Mr. Vice-Chairman:** I think the order we should proceed with is that the minister will respond to your questions and he is able to bring in anyone he sees fit to respond to specific areas. As the votes proceed, then we will bring in those gentlemen who can respond in specific votes.

**Mr. Grande:** Fair enough.

**Hon. Mr. Baetz:** First of all, Mr. Chairman, I would like to congratulate both of the critics for their statements. I must say I congratulate them for not exactly the same reason.

I congratulate the member for Quinte for having, I think, done his homework extremely well, for having supported some of the programs within my ministry, some of the things we are trying to do—it is always encouraging to get that kind of positive criticism—and also, of course, for having criticized us on issues where we might be able to improve. For that I congratulate him.

I congratulate the member for Oakwood for being politically very, very skilful because, in his presentation, he indicated he really had not too much new content. A lot of the material he presented was a rehash, a lot of it was discussed before the public accounts committee. I am thinking particularly of the Art Gallery of Ontario and of ROM. A lot of that is old hat, it has been hashed

and rehashed and really nothing new at all was provided here for us today.

So, when you're a little short on content, according to the old political strategy, you get personal and you attack the minister, and if you can't be too specific about that then of course you take the stance of attacking political leadership. That's fair game; it's good politics. It's a practice the whole world over.

I thought I should at least make the point that I am aware of the strategy and I congratulate him. I don't think it has worked, but it was a good effort.

**Mr. O'Neil:** Aren't you going to talk about him picking on me too?

**Mr. Grande:** Obviously, because you are talking about it, it has worked.

**Hon. Mr. Baetz:** We could go on forever with the critic on my left saying that I don't exercise political leadership, and I could stand here and say, "Oh yes, I do," and nothing would be achieved.

For an example, since both critics referred to the situation at the ROM once again, and I agree we should direct some attention to ROM because it is, after all, a very, very important part of our ministry's program, let's see whether or not I did exercise some political leadership on where ROM stood, and also as to where it is today.

If you recall, several years ago the situation at ROM was really at a standstill. Everybody agreed that the Royal Art Museum had really fallen into pretty terrible shape. Here was one of the world's greatest museums and it didn't even have air conditioning, it didn't have a sprinkler system, it was becoming old, it desperately needed renovation.

It was also recognized and accepted by everybody that the curatorial staff there needed their own science centre; everybody accepted that. Everybody agreed that, particularly because of the enormous collection which ROM possesses, one of the greatest in the world, the time had come to build what is now called the Terrace Galleries. So there was really a tremendous challenge in terms of what was needed to be done if ROM was to maintain its position as one of the prestigious museums of the world, one of the world's finest. But it costs money.

There were all kinds of people involved. To begin with, there was the Royal Ontario Museum itself; there was the provincial government; there was the federal government; there was the metropolitan government; there was some private enterprise. There were a lot of actors, but who was supposed to, as it were, take the bull by the horns, who was



supposed to exercise political leadership to get this thing moving?

After months and months of negotiations it became obvious that the federal government wasn't really all that interested; Metropolitan Toronto understandably was saying it wasn't going to do anything until other levels of government did something about it. A stalemate; a real stalemate.

In the meantime we were caught up with inflation, prices going up daily, so it was almost in a state of desperation that ROM finally decided that, instead of going ahead with the dream of building the Terrace Galleries and doing all three phases at once, it would have to forget the Terrace Galleries. However, it was recognized if you forget it now and you don't embark on it now you'll never do it, certainly not for another century.

So there was a real dilemma, and it was at that particular point in time I frankly took some steps which I thought illustrated political leadership. I had a showdown with the federal government in terms of, "Are you or are you not going to support ROM?"

The solution to that dilemma was that we had this agreement that if Loto Canada came over to the provinces, we would definitely make a commitment for an additional \$11 million to enable ROM to go ahead with the Terrace Galleries, as well as to do the other work.

At the same time I went to Metro and asked for funds there, for some commitment, and got, I think, some oral commitment which we'll get back into in a moment.

At the same time I had to get across to ROM that we, as a government, were committed to having ROM go ahead with its three phases of its expansion and renovation program. I don't know how I can say it more clearly. I am, my government is, thoroughly committed to have ROM go ahead with the three phases of its expansion and renovation program. We are behind them.

That's the kind of political leadership that ROM needed to go on with their work. At the same time I'm sure you're insightful enough to recognize that for me simply to say: "ROM, I'm behind you, I'm ready to commit the government up to \$44.5 million," I could not go the point and say, "I'm going to give you a blank cheque and you just go and build everything you like because we are going to be there and we are going to pay." I couldn't do that, obviously.

5 p.m.

While at one time we were providing some guarantee that they could at least go to the \$44.5 million, at the same time we

were not saying: "You can now rest on your oars. You can stop your fund-raising. You don't have to bother going to Metro." I do not think that would have been political leadership. I think it would have been political folly to encourage them to do that.

What has happened is that, with the commitment we gave them, they were able to go ahead and they are going ahead with the expansion in all three phases at the same time. They have also gone to the Metro Toronto government, and I am very optimistic that by the end of this month ROM will get a positive response from Metropolitan Toronto. That is not for me to say; that is for the Metro government to decide. Certainly any indication I have at this time are that it will support ROM. In the meantime, their fund-raising is going ahead.

When you trot out these figures and say that ROM is in a crisis state, that it is \$17 million short, and when you then raise the question about the \$11 million—"What about the \$11 million? What happens if the deal with the federal government on Loto Canada falls through?"—well, that is one of those "what if" questions. But I can tell you and anyone who is interested in knowing that even if the federal government were to get back into the lottery field and even if it were to break every aspect of that agreement and not give any money—and I can hardly conceive of that ever happening; I can hardly conceive that the federal government would say, "We are going to take back the lottery and we certainly are not going to give anything to ROM"—we are committed for that \$11 million and I know where the funds are coming from. We are committed.

Before summing up this part of it, I should say that certainly the private sector fund-raising is going on. The chairman of the board and other members of the board are certainly aware of what has to be done, what remains to be done. It is not an easy task, but they are not resting on their oars and simply saying, "Now that we have the provincial government solidly behind us on this, committed to this three-phase expansion, we are not going to bother raising the other funds." They know that for every dollar they fall short, they are going to be falling short a matching dollar from Wintario.

To say here today that is not going to happen, that the fund-raising will be a failure, is not political leadership on the part of the critic. Why should we discourage these people?

I think if we want to exercise political leadership on both sides of the House, the government and the opposition parties should

get behind the people at ROM—all of whom are volunteers, the many members of the ROM—and say: “You are doing a tremendous thing. We are going to support you. We are not only going to give you financial support, we will give you moral support.”

I think it is most unfortunate for the good supporters of ROM, including the board and the thousands of members, to read these scare headlines which say things are a disaster at ROM, ROM will never open, and all of this. Frankly, I thought we had crossed, or got around that corner.

**Mr. McClellan:** Crossed the what?

**Hon. Mr. Baetz:** Crossed the Rubicon; got around the corner. I thought that we, on both sides of the House, had stopped trying to create alarmist stories and get alarmist headlines and do everything to discourage. For heaven's sake, let's exercise political leadership on both sides and give them the moral and financial support they so badly need at this time.

**Mr. Grande:** It's nice to hear that from you.

**Hon. Mr. Baetz:** I know that the member for Oakwood has expressed it on other occasions. He expressed it again today. I know that he has almost a disdain for the volunteer board members at the ROM. He has said it time and time again. He said it again today.

**Mr. Grande:** Closed meetings, secret meetings.

**Hon. Mr. Baetz:** You were polite today, you said, “Three quarters of the board of directors should be relieved.” On other occasions you've said, “should be fired.”

That's your assessment; that's your point of view and I think it flows naturally from your basic feeling that these guys and gals are a bunch of yo-yos. That's the way you feel about it. I don't. I happen to think they're outstanding citizens and I think they've demonstrated that in their own careers and their own work.

**Mr. Grande:** They don't like democracy too much.

**Mr. McClellan:** We'll cross that bridge when we come to it too.

**Hon. Mr. Baetz:** You worry about their not liking democracy. Of course, they have so much at stake here. They get such enormous salaries and per diems that they have to keep everything close at hand. I realize that.

**Mr. Grande:** But they do.

**Hon. Mr. Baetz:** Mr. Chairman, I think that is at least one example of where I have tried to exercise political leadership.

I think the judgement would be that, in fact, it has been that. It has not been the kind of disaster that some people would like everyone here to believe it is.

**Mr. Grande:** I thank you for your statement today, let me tell you. I'm glad.

**Hon. Mr. Baetz:** Good. We have that settled, that's good.

**Mr. Grande:** Now, let's talk to the people at the ROM and see if that's their understanding.

**Hon. Mr. Baetz:** I think if you talk to the people at the ROM that is their understanding, yes. Sure, we can go up there to the ROM and we can find maybe a disgruntled curator who is saying: “Things are terrible here. This museum will never open again.” Or, “My exhibit won't ever open.” But that's not political leadership.

One other thing, Mr. Chairman—and I've only got a minute left here—quite frankly, I was upset, disconcerted that the member for Oakwood would, once again, so very severely attack the Art Gallery of Ontario, saying, “It's a disgrace that public money was being used for union busting.”

Those were the words he used; those are the words I recorded; those are the words that you'll find in Hansard.

**Mr. Grande:** Yes, it's what I said.

**Hon. Mr. Baetz:** The Art Gallery of Ontario appeared before the public accounts committee. You gave them a really good going over. Fine. I think it was a very healthy thing to do. But, surely, the art gallery at that time convinced the chairman, they convinced the public accounts committee—

**Mr. Grande:** That remains to be seen.

**Hon. Mr. Baetz:** —that, in fact, the \$30,000 or \$35,000, which is the figure you always come up with, was not being inappropriately or almost illegally used for union busting. On reading Hansard I was really convinced that we had finally settled that issue.

Finally, Mr. Chairman, Mr. Grande also said here again that I did not exercise political leadership because, when the representative of the union wanted to see me, I said, “No.” And he regards that as lack of political leadership.

I frankly think that is illustrating political leadership because I'm fully aware—and so are you, sir—that there is in place in this province a labour relations board and a labour relations act. They are the watchdogs. They are the official agents set there



by law to make sure—whether it's the Art Gallery of Ontario or any other employer—that when it comes to the question of organizing a union, justice will be done. And for me, as the minister, to have jumped into the fray and said, "I'm the big guy. I'm on the side of the union," or, "I'll be over on the management side," would have been political folly. I, frankly, stayed out of that and stayed out deliberately.

5:10 p.m.

**Mr. Grande:** Except that the charges had not been lodged before the Ontario Labour Relations Board when they were attempting to talk to you.

**Hon. Mr. Baetz:** No, listen, I do not get involved when there are union negotiations going on. It is inappropriate.

**Mr. Grande:** There were no union negotiations. There wasn't a union.

**Mr. R. F. Johnston:** The government doesn't get involved with unions at any time.

**Mr. Vice-Chairman:** We should reconvene after the routine proceedings on Monday, April 14.

**Mr. O'Neil:** At that time the minister will continue with the answers to our questions?

**Hon. Mr. Baetz:** Yes, I will.

The committee adjourned at 5:11 p.m.

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# Legislature of Ontario Debates

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## Official Report (Hansard)

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**Standing Committee on Social Development**  
Estimates, Ministry of Culture and Recreation

**Fourth Session, 31st Parliament**  
Monday, April 14, 1980

Speaker: Honourable John E. Stokes  
Clerk: Roderick Lewis, QC



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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON RESOURCES DEVELOPMENT

MONDAY, APRIL 14, 1980

The committee met at 3:40 in committee room No. 2.

### ESTIMATES, MINISTRY OF CULTURE AND RECREATION (continued)

**Mr. Chairman:** I call the committee to order. I believe, when we adjourned on Wednesday last, the minister was responding to the critics. Perhaps we could continue with that.

**Hon. Mr. Baetz:** Thank you, Mr. Chairman and members of the committee. I would like to continue my response.

I will try to be as brief as possible, because you did raise quite a number of questions. In responding from here on, again in order to save time, where both critics raised questions about the same issue I will respond to both at the same time to avoid repetition.

The question raised by Mr. O'Neil was about the Quinte information centre being—

**Mr. O'Neil:** Mr. Minister, are you going to do them in sequence? I know I raised several questions about the Royal Ontario Museum, which I don't really feel were answered on Wednesday. I just wondered if you were going to follow the order of the questions or not.

**Hon. Mr. Baetz:** I am not necessarily following the order. But, yes, I have the answers here on ROM.

**Mr. O'Neil:** Will we be dealing with the libraries?

**Hon. Mr. Baetz:** First of all, I am going to deal with the question you raised on the Quinte information centre, the Scarborough College library, the adequacy of library resources, the financial accountability of library boards and the Sterling public library and its difficulties. Those were the initial questions.

On the Quinte information centre, if you had wondered whether it would find itself in serious financial difficulty, the community information services program emphasizes objective, up-to-date information and referral service as the prime criteria for funding. In the past, the Quinte service has been unwill-

ing to demonstrate an effective system for maintaining a data base. The Quinte service has been responsive to its public but appears to be based on the dedication of one staff member. Ministry staff have pointed out these unmet criteria.

As you may know, the Ombudsman has reviewed the past decision not to fund the service and has upheld the ministry's decision.

Ministry staff and I continue to be hopeful that the Quinte centre will develop a data base and a delivery system which will meet our funding criteria. When that happens, we will obviously be funding them.

**Mr. O'Neil:** Mr. Minister, have they not done a study on them just over the last short while? Hasn't your staff re-examined some of these things you had asked that they be doing?

**Hon. Mr. Baetz:** That's right.

**Mr. O'Neil:** Has that report come in yet for review by your staff?

**Hon. Mr. Baetz:** I have personally not yet read that report. But certainly, as I say here, if they meet the criteria of our financial program we will finance.

On the question of the Scarborough College library, this ministry has had no request for capital funding for the expansion of the Scarborough College library. In the past we provided Wintario assistance to the outdoor recreational area open to the public. However, the library would be regarded as an educational component and would more properly, we feel, be funded through the Ministry of Colleges and Universities.

The general question of the adequacies of library resources, of course, is a question which always raises the rather basic one; how much is enough? One can never answer that with any kind of finality or absolute judgement.

Nevertheless, we feel that, according to national and international standards for library resources and services, we are doing very well. We had, in 1978, 2.5 books per capita in our public libraries, including French and multilingual materials and materials for the handicapped. The services



include information, films and programs for continuing education.

On the question of the financial accountability of the library boards, all local and county public library boards must submit estimates to municipal councils under section 23 of the Public Libraries Act, and the municipal councils decide the total funding to be approved. This also applies to the Metropolitan Toronto public library.

The remaining 13 regional library system boards submit their estimates to the local library boards and also to the ministry.

As I indicated in my opening statement, we are going to review in detail the grant system and the library legislation. There is a good deal of concern and a good deal of soul searching about the regional library services systems, how they are financed, their accountability and so on.

We have had a number of meetings. I have met, I guess on three or four occasions, with groups representing the regional and local library boards, and we may be introducing new legislation before the year is out to update the present Public Libraries Act.

**Mr. O'Neil:** Along the same lines you were just mentioning? What would the new legislation entail?

**Hon. Mr. Baetz:** One thing that we would like to take a look at is accountability. Obviously, when we talk about accountability we have very much in mind what happened in the Niagara regional library services area. We will also be looking at the possibility of maybe some of the larger local libraries providing some of the services that are being provided by the regional library services at the present time.

3:50 p.m.

But as I say, these are questions that we have to discuss. We hear suggestions from one group that don't always coincide with the points of views expressed by others, but if we can reach consensus with the field, certainly we are prepared to open the legislation and make whatever improvements need to be made.

On the Sterling public library, and your observation that it needs more money than during the decade 1968-77, the provincial grants to Ontario public libraries increased an average of 16.3 per cent, while the municipal support to libraries in that same period increased by about 16 per cent.

So we were just a smidgen ahead of the municipalities for a decade and while it is correct that we have fallen slightly behind, one could also look at the positive or the

optimistic side of that and say we are delighted to see that municipalities have increased their annual contribution at a rate that is higher than the ministry. Because as you know, municipalities have an ongoing and a major responsibility for and interest in libraries. And as you also know only too well, from time to time the point of view is expressed that our ministry or the provincial government should not even be making earmark grants to local libraries but that this should be covered under the unconditional grants to municipalities so they in turn make their grants to local libraries.

**Mr. Grande:** What is your position on that?

**Hon. Mr. Baetz:** I must admit that I have some major reservations about that trend. I am aware that the Ontario Association of Municipalities is on record as saying that they would like that. I think that is the case in one region only so far, and that is the region of Waterloo. There may be one or two other smaller municipalities.

But certainly, I think the library, and especially the library of the future which is going to be something far more complex, far more widespread in its services than simply lending books, has implications that go beyond the municipality. And to simply have in Ontario a whole series of disconnected and unconnected islands of libraries financed and run and supervised by the municipality, and with no kind of overall provincial direction as to what our provincial library services should look like, I think we should be—

**Mr. Grande:** You do have that power right now.

**Hon. Mr. Baetz:** At the present time we are relying heavily on the regional library services board to provide the interconnecting links, and maybe that is sufficient. If it is not, as I said earlier, we are prepared to look at it and change the legislation.

**Mr. Grande:** I guess we will get into that later.

**Hon. Mr. Baetz:** On the information access, Mr. Grande raised some questions, on: Why were Metro Toronto CIC workers "let go"? Why hasn't CIC funding matched inflation 1975-78? Does MCR want to phase-out community information centres?

Access is forcing the CICs out of business, and you made the observation that you don't like it and neither do some members of the ministry.

You also raised the question of no library grant increases since 1977 and asked the question, "Should grants be paid directly to library boards?"

On the first question about CIC workers here in Toronto, why were they let go, we understand that the counsellors at Metro CIC have not followed through with their complaints to the Ontario Human Rights Commission. As you know, they had planned to do that.

I have been advised by Karl Jaffary, the chairman of the board, that that has not occurred. I also understand from Mr. Jaffary that when the three workers who were "let go"—or who resigned—were asked to meet with the local board of the information centre they chose not to do so.

Even though we are very much interested in what is happening at the Toronto Community Information Centre, I think you would appreciate that really it would be inappropriate for the ministry to get directly involved in deciding who should be hired and who should be fired and so on. I think that is obviously a responsibility of the centre itself. Certainly if human rights have been transgressed, then I think it would be sufficiently serious for us to have a chat with that centre and with its board.

**Mr. Cooke:** Were you not approached about the matter?

**Hon. Mr. Baetz:** Yes, the three members did write to me and it was as a result of that that I got in touch, and so did the staff, with the CIC, to find out what was going on. It was as a result of that intervention on our part that we got this answer from Mr. Jaffary that these three counsellors involved refused to meet with the centre's board.

**Mr. Cooke:** Yes, they did that on a matter of principle because they had asked to meet with supervisors before and had been turned down and had tried to talk to board members before and had been turned down and given no hearing. As a result, after quitting they did not figure that was exactly the time to start discussing things with that board, and I do not blame them.

**Hon. Mr. Baetz:** Apparently the other recourse they also—I think they were, as I said, thinking of the human rights—take their complaint to the human rights commission and I gather they did not follow through on that.

**Mr. Cooke:** No, they'd taken it there but there was some confusion as to whether or not they should apply individually or as a group. They wanted to do it en masse as much as possible to, and there are some problems technically in getting that through. My understanding is that they are still interested in pursuing that.

**Hon. Mr. Baetz:** Yes. It is certainly something that I would be quite prepared to, shall we say, at least hold a watching brief on, just to see what is happening there. As I say, while we obviously do not want to become involved in the hiring and the firing because we are funding, we want to make sure that human rights are not being transgressed here.

**Mr. R. F. Johnston:** But is the ministry concerned that CIC, which is the major information bureau for Metropolitan Toronto, does not reflect the sociological makeup and ethnic makeup of this city? Surely that is a major concern.

**Hon. Mr. Baetz:** On the surface, it certainly would look as if they are representing ethnic and linguistic groups that make up such a large part of the Metro scene. When I raised that question with the chairman, I was told that the CIC is a multilingual service organization.

Now, again, how far can one make it multilingual? Do you provide services in 58 varieties or—

**Mr. R. F. Johnston:** No, but you have three people who have got approximately, I think, 14 languages between them—

**Hon. Mr. Baetz:** That is right.

**Mr. R. F. Johnston:** —and then they go and you make almost no action to try to stop it, or to intervene. It seems to me they have not taken all the steps they could.

**Hon. Mr. Baetz:** We showed more than a passive interest in what was going on. I think the message has been conveyed to Mr. Jaffary and the board that we are very much interested in this. As I say, we will keep an eye on it and—

**Mr. O'Neil:** Would you be prepared to meet with them, Mr. Minister?

**Hon. Mr. Baetz:** With the individual counsellors?

**Mr. O'Neil:** Yes.

**Hon. Mr. Baetz:** I frankly think it would be inappropriate. These are people who are having difficulties with their board. I think there are other more appropriate mechanisms in the community to deal with this subject. Of course, the Ontario Human Rights Commission is one. The Ombudsman is another.

4 p.m.

**Mr. O'Neil:** Actually, even before they go to the Ombudsman they are to go through all the process in dealing with your ministry.



I raised this question originally. I know it was followed up by the New Democratic Party. If you and maybe people from your ministry were to give those people a hearing, I think they would be quite pleased. It might shed some light on it, too.

It may be that they're right; it may be that they're wrong. I just wonder if they shouldn't at least be given the chance to meet with you for a few minutes to express their views on it. You can take it from there.

It's something that is continually eating away at things. You might be able to find a solution or help to find one to it.

**Hon. Mr. Baetz:** As a result of the observations today, I would be glad to review once again the extent and the nature of my kind of intervention. I would hold out the caveat, don't expect me or my ministry to wade in and say, "You shall do thus and so." We're certainly prepared to meet with the three counsellors, hear their side of the story. We've heard the board's side.

**Mr. R. F. Johnston:** Exactly. That's what I mean. That's why it would be useful to do that. I think it should play some part, if not in the process of human rights, in the process of determining what kind of grants you give that agency by being fully satisfied that they are meeting the function it was hoped that agency would.

**Hon. Mr. Baetz:** I've known the chairman of the board, Karl Jaffary, for a very long time. I know by his record he is not the kind of a fellow who would treat lightly the possible transgression of human rights. I think the board and Mr. Jaffary, the chairman, were being very concerned about this. If it helps matters, I certainly will be ready, as a result of today, to meet with the three counsellors.

The question of review of community information and services on the funding criteria—the question is really why hasn't CIC funding matched inflation from 1975 to 1978?

Before the ministry took a lead role in the information access project, the community information services program, which funds up to a third of the CIC centres' operating costs for information and referral services, it was viewed separately from the provincial library services.

The recent grouping of these services within the information access division reflects this ministry's intention to strengthen information services at the local level. Consequently, the review of library funding mentioned in the briefing material must include

a review of funding criteria for community information services.

Recognizing the rapidly developing science of information management is affecting a variety of organizations, this ministry has initiated a process for joint discussion and planning to allow libraries and centres to work together as information professionals. Ministry staff are working with these groups to reach a consensus for information standards which should be the basis for provincial funding for operating costs of information services and assistance in professional and technical development.

We recognize there are many players in the delivery of information at the local level and would welcome input from other interested organizations, elected members or individuals.

On that one I might add simply—you probably heard, I know I did—that when the information access program was first announced some of the community information centre people, many of whom I've known personally for years, were concerned that this was the end of the community information centres, that big government was going to move in and provide all the services and push the little people out.

I had meetings with the CIC representatives on two occasions, at least, and have assured them that is certainly not the case. The information access program—and if you want some more information on that, Mr. Calvert, the staff member, is here. He could fill you in on it. In essence, the program is to make it easier, cheaper and more equitable for individual citizens to get information out of government dealing with the programs and services provided by our government.

The community information centres provide some of that information, but they provide a host of other pieces of information.

**Mr. Grande:** Most of it.

**Hon. Mr. Baetz:** They provide a lot, that's right, in most of the communities—not some. As you know, among the community information centres across the province there's a wide range of sophistication. Some, like Toronto and others, are very good. They're modern and they provide first-class service. With others it's not as good, for a variety of reasons.

Information services traditionally also look upon themselves as not simply handing out hard data, but also helping people to understand what they're looking for. A lot of people don't really know what information they

are looking for. There's more of a tailor-made approach to information giving.

I suppose some of the community information centres even carry on an advocacy role still. They tell people, "Get on with it," and sic them on to the MPPs, on to government and anybody else. There are two quite different functions here.

On this question of funding for community information centres, you've been concerned that we haven't been meeting inflation. I might point out that the transfer payments to the community information centres over the years in 1975-76 was \$340,000 in round figures; 1976-77 was \$496,000; 1977-78 was \$533,000; 1978-79 was \$564,000 and so on. There has been a consistent increase in the grants. In addition, of course, the ministry has provided money for workshops and advisory services materials for the centres and so no.

**Mr. O'Neil:** Was the minister finished with the libraries or was he going to make a couple more comments?

**Hon. Mr. Baetz:** I'm going to make a few more comments on the libraries. One gets back to your question. There has been no library grant increase since 1977. That, of course, relates to your Sterling public library response.

I am very much aware that in this year, 1980-81, the libraries are being flat-lined. It is my hope that in the course of the next six to eight months we will sort out the restructuring of the library system, what needs to be done, any possible changes in legislation. When we know more precisely where it is we're going and what the priorities within the system are, I hope next year there will be no flat-lining of the libraries. We're aware that we've got to provide some additional help to them.

**Mr. Bradley:** Is the minister finished with libraries? Is he still on libraries?

**Hon. Mr. Baetz:** Still on libraries.

**Mr. Bradley:** Do you want to continue with what you're saying or are you ready for questions?

**Hon. Mr. Baetz:** You have a question about libraries probably.

**Mr. Bradley:** You're talking about the organization of libraries. That reminds me of a library system that needs more than re-organization.

As you know, in the House I questioned you—and we've discussed this on a personal basis—regarding the situation at the Niagara regional library system. I should report to you now it's closer to an \$800,000 debt this

library system was allowed to accumulate. It's almost unbelievable that can happen.

I think you're aware that since 1977 the library system has been slipping further—

4:10 p.m.

**Mr. Chairman:** Mr. Grande, point of order.

**Mr. Grande:** I don't want to cut off the honourable member from making his comments at this time, but I wonder if the minister can finish with his answers to the leadoff remarks of the Liberal critic. Then, on the appropriate vote, I suppose the honourable gentleman—

**Mr. O'Neil:** Mr. Chairman, the minister did mention the regional problem there.

**Mr. Bradley:** I'll come back at the appropriate time, Mr. Grande.

**Mr. Grande:** Good, thank you. Temper tantrums.

**Hon. Mr. Baetz:** Mr. O'Neil raised some questions under sports, fitness and recreation. One was, "Can the hockey council's report be implemented, given the cost of ice time and high-quality coaching, et cetera, and will the Ontario Hockey Council changes affect the administration of hockey?"

We recognize the long-standing arguments about the cost of ice time. They're certainly not going to decrease with the rising cost of energy. However, the infusion of \$2 million over the next three years is not intended to alleviate that problem. It is strictly designated for the development and implementation of recommendations in the report with the ultimate objective of improving the game for the minors.

To address specifically the question posed by the critic, notably the problem of ice time, suggests that the developmental aspect recommended can be met with existing ice time if fewer competitive games were played and more free time for skill development was allowed.

In other words, at present, with such a heavy emphasis on games to be played and with the downplaying of practice time, each individual child spends not too much time on a big sheet of ice. For instance, in the report itself it was pointed out that two teams can be practising at the same time. Instead of having just 10 out on the ice at any given time playing the game, you could probably have 25 or 30 out and they would still get some experience.

Quite frankly, we don't see the \$2 million over the three-year period as being a fund to subsidize ice time.



You were wondering about the hockey council's administration of hockey. I should stress here that the Ontario Hockey Council in no way replaces, nor is it ever intended to replace, the Ontario Hockey Association and all its affiliates, or the Ottawa District Hockey Association, or the Thunder Bay Hockey Association, or the Northern Hockey Association, or whatever.

There are some nine major hockey associations, including now a Women's Hockey Association, which organize their own leagues, set up schedules, set up regulations to do this, that and the next thing. The Ontario Hockey Council is not there to be a superorganization, to take over these responsibilities. It's there to work with them, to improve, according to the recommendations of the report, the quality of hockey.

That, Mr. Chairman, is a subject I could speak on for an hour or two if you want me to, but I thought I would just make a very brief comment on it.

On the question raised again by Mr. O'Neil dealing with the Arts Challenge Fund. The honourable gentleman asked, "Will there be support for smaller agencies and is \$5 million really all that much money, given that there are up to 40 qualifying organizations?"

You wanted to know the criteria for winding up this challenge fund. You also wanted to know when the minister will report on the implementation of the challenge fund.

You were concerned also about what's going to happen to the smaller agencies. We were dealing here, under the challenge fund, with the larger ones, those with an annual budget of \$250,000 or more. We concentrated on that group because there was an increasing connection, both inside the arts field and outside, that some of these very big organizations which had achieved a considerable level of excellence were in really bad shape financially. For that reason we have concentrated on the larger ones.

The smaller ones, certainly, are also being helped; not out of the challenge fund but under the new Wintario noncapital arts grants program we announced last week. There are about eight categories which have been designed to help the smaller local non-profit organizations to undertake a variety of community-oriented cultural projects.

Of course, we should always keep in mind that the main burden of the ongoing grants to the arts organizations, large and small, rests with the Ontario Arts Council. They're the ones who look at the needs of the various bodies and make their decisions.

A representative of the Ontario Arts Council is here, or was here a minute ago; he is

probably just loitering in the hall. If you want to have any further information or details as to what criteria they use to decide whether the big ones or the small ones get more or less, I'm sure he'll be able to fill you in on that.

**Mr. Grande:** Why was that money, which is Wintario money for the Arts Challenge Fund, not put through the Ontario Arts Council, the proper channel to the arts? Why did you do it directly?

**Hon. Mr. Baetz:** Because very little of the Wintario money is administered by the arts council. I can tell you—and the arts people would bear this out—that in setting up the program, looking at its major objectives and some of its criteria, we did this in the closest consultation with the Ontario Arts Council. Certainly, their recommendations are very much a part of it. We don't operate in isolation from them.

The only major Wintario grant that the Ontario Arts Council administers is the \$1 million grant we gave the arts council to match the Chalmers \$1 million grant. As you will likely recall, the Chalmers fund—of \$2 million to begin with—is being administered by the Ontario Arts Council.

**Mr. O'Neil:** Mr. Minister, you talk about this Arts Challenge Fund for the larger ones. Are we to take it, then, that what you announced a week ago Tuesday about noncapital grants is the only assistance that will be coming for a lot of the smaller agencies, or are there others?

**Hon. Mr. Baetz:** No. That's really only a small part of the money going to the smaller agencies. That's just the Wintario money. The bulk of their funds come from annual grants from the Ontario Arts Council.

**Mr. O'Neil:** But when you announced the Arts Challenge Fund, you mentioned you would be making further announcements as to aid that would be going to the smaller groups.

**Hon. Mr. Baetz:** That's right.

**Mr. O'Neil:** We haven't heard that announcement yet. I just wondered if the Wintario funds were the only thing. Will you be making further announcements for these smaller groups?

**Hon. Mr. Baetz:** No. We assume for the time being that this is it. As I indicated here, under the community grants program there are about eight categories of assistance designed to help local nonprofit organizations—even things like fund-raising workshops, helping them to go on membership cam-

paigns and things like that. But that's it for this year.

4:20 p.m.

**Mr. O'Neil:** I also wanted to ask you about something else. The other day I mentioned some figures when we were dealing with that \$5 million you mentioned would be available. I think you also mentioned at the time that there were about 39 arts organizations. I mentioned that when you divide that \$5 million over three years and divide that figure by 39, you come up with a figure of about \$42,000 or \$43,000. If each one of those large organizations were to apply or ask for their share of it, that is all they would get. At the current interest rate, you are giving them \$5,500 a year interest.

What sort of assistance is that amount going to be to people like the Stratford Festival or some of these other large groups? I find it very hard to understand that it is of any assistance to them at all. I would like your comments on that.

**Hon. Mr. Baetz:** Your reckoning, while one couldn't disagree with the logic of it, I think first of all is the most pessimistic possible kind of reckoning.

**Mr. O'Neil:** I don't see it as pessimistic, I see it as a fact.

**Hon. Mr. Baetz:** First of all, although there are, I think, some 39 organizations that we have identified in the province who have budgets of over \$250,000, we are estimating that at the most 20 will be taking advantage of this, for various reasons. None are wealthy, but fortunately some are in a position where they feel they can get along without it.

**Mr. O'Neil:** They told you that?

**Hon. Mr. Baetz:** Yes, they have told us that. We haven't counted noses, but we have had people talking to various organizations. Conversely, we know there are quite a few among the 20 who certainly recognize that this is of substantial significance for their financing and are going to participate in it.

The other thing we should keep in mind is the continuing possibility that the federal government may also join the challenge fund and match two for one. In that case the \$1 would become \$5.

In the dying days of the federal Progressive Conservative government, Hon. Mr. MacDonald, the Secretary of State, promised me that he would participate in this challenge fund two for one. I have asked his successor, Hon. Mr. Fox, whether he was aware of this commitment and he said he is.

I asked him further whether he was planning to follow through, and he has not committed himself. But let's not rule it out. Hope has to spring eternal.

**Mr. O'Neil:** Mr. Minister, on the Arts Challenge Fund, has Stratford applied for funds under this plan?

**Hon. Mr. Baetz:** Yes. They have indicated to us that they are definitely going to be coming in.

**Mr. O'Neil:** Have they mentioned what amount they would like?

**Hon. Mr. Baetz:** They have not specified the amount.

The other thing that relates to another aspect of the same question you raised the other day as to when we are going to cut this program off—"wind it down," I think were your words. The answer is, if it is successful, and we have every reason to think that it will be—that they are going to respond and will take advantage of it—we don't want to wind it down; we might even add to it.

**Mr. O'Neil:** I think "winding down" was your comment the day you announced it—that you would wind it down after five years. That is why I asked you how you proposed to do it. Now you are saying that you hope not to wind it down and that it would be a continuing program.

**Hon. Mr. Baetz:** I would think so. I must say, the challenge fund concept has had a lot of support and endorsement from people across the country. In our view it is a lot better to help them this way, by challenging them to get out and get more money from a wider community, than simply to pay their deficits, which was a suggestion made by the former Minister of State, Mr. David MacDonald. He was simply going to pay off all the deficits of the large organizations. We frankly feel that is not the most productive way to help the arts organizations.

**Mr. Grande:** I am just wondering whether this is the beginning of a new policy within your ministry, that these large organizations are going to be given grants directly from the ministry and not from the Ontario Arts Council.

**Hon. Mr. Baetz:** I don't think so. I think we should always keep in mind that the ongoing commitments have to come from the tax base and have to go through the Ontario Arts Council. That is our agency that makes these grants. Money coming from lotteries should be regarded as sort of a one-time thing. It's full of vicissitudes; it has good years and bad years. I don't think we should



be building into any of the arts agencies' programs' dependence on lottery money.

**Mr. McClellan:** You do it in Health.

**Hon. Mr. Baetz:** No, not really.

**Mr. McClellan:** I accept your argument, except that I wish you would follow the same logic when you are looking at health-care services.

**Hon. Mr. Baetz:** The \$100 million, which I think is what you have in mind for the hospital expansion program, can be regarded as a one-time thing. The hospitals will get the money; they will be built and that's it.

**Mr. McClellan:** Depending on the vicissitudes, as you say.

**Hon. Mr. Baetz:** Yes, but one has to take—

**Mr. McClellan:**—some chances with the health of the people of Ontario.

**Hon. Mr. Baetz:** No. To the contrary, I would strongly oppose financing the health-care system from lottery money.

**Mr. McClellan:** Absolutely. It's too bad you are doing precisely that.

**Hon. Mr. Baetz:** That's the hospital expansion program.

You have also asked when I will be prepared to report on the implementation of the challenge fund. Certainly by midsummer I will be able to give you a much more accurate report on the take-up of this program than I can at this time.

I can tell you that the Niagara symphony has indicated they are going to be interested in this; the London symphony, Toronto symphony, the Stratford Festival, I think the Shaw Festival and the National Ballet have all indicated that they are interested.

The final thing I should say is this. If you follow your logic of what it's really worth to the agencies in terms of bucks, even though we were thinking of setting up endowment funds we are not saying to the agencies they have to have an endowment forever. They can after a number of years begin to spin off the principal as well as the income generated from it.

Apparently, the high finance people tell us in these days of inflation it is not in every instance the best way for a nongovernmental body like a symphony orchestra to have an endowment and not be able to touch the principal. So after four or five years it will spin off more than just the interest.

In response to Mr. O'Neil's comments as to whether the services of TVOntario will be accessible to smaller communities, I think there are two aspects to making the signal available.

The first is delivery of the signal from Toronto to communities across the province. It is here that the satellite will lead to cost efficiencies, because once the TVOntario signal is on the satellite it is available at all occasions with costs unrelated to the number of locations or the distances from Toronto.

**4:30 p.m.**

The second aspect is the local redistribution of the signal within the community by high- or low-power broadcast transmitters or local cable systems. The need for local transmitters is not removed by satellite distribution and those transmitters will be constructed in local communities, large and small, as soon as the funds are available.

The priority of ranking of communities will be based on population to be reached, alternative educational-cultural facilities, frequency available and a number of related social and technical factors.

**Mr. O'Neil:** Have you a study on this, Mr. Minister, if this satellite does go into effect? Do you know right now where you would put these discs around the province? Is there a study on where we will need them, based on what you just told us?

**Hon. Mr. Baetz:** There is, and perhaps my deputy, who is a professional engineer and who is familiar with this proposal and others as well, might want to respond to this because we are not only in the study phase at the present time. As you know, we have got demonstration projects on in northern Ontario—in how many communities?

**Dr. Wright:** I think there are 28.

**Hon. Mr. Baetz:**—with the saucers where the signal is bounced off Anik B, the satellite, and caught by the saucer in the backyard and televised. There are some people who would say that is the wave of the future, the satellite and to the dish. I think at the present time though, the dish costs \$3,200 and apparently some people feel that within a few years you will be able to have a dish for \$320.

**Mr. O'Neil:** So, you are saying it would come from the satellite to the dish. In other words, those would have to be owned individually; there would not be one large antenna that would feed to people who have antennas on top of their houses.

**Hon. Mr. Baetz:** It could be hooked on to a cable system—

**Mr. O'Neil:** The problem is that a lot of rural Ontario does not have cable and the only way people can pick up a signal is with an antenna on top of their house. Would this satellite feed to that without cable?

**Dr. Wright:** Mr. Chairman, it may be better to ask Dr. Parr directly when we get to the vote and item that reflects what we see here, because I am not familiar technically with all the details. But the answer to this question, I believe, is that 46 locations are being set up with the dishes in the first instance.

I think beyond that, the technical questions relate to the proximity of houses—that is, in some instances it would be possible to use a dish to feed a very small cable system, much smaller than for urban systems, maybe serving only a dozen houses. In other instances, I think it will be practicable, with the technology evolving as it is, to serve a single house.

There are some experiments, I think, in the northern island of Japan, Hokkaido, where that has been done very inexpensively.

**Hon. Mr. Baetz:** It certainly is a matter of general policy, and this was repeated in the speech from the throne. The commitment is there to round out the TV network in Ontario.

**Mr. O'Neil:** I would be quite interested in two of those locations that you have planned, just to know where they are planned, if I could get a list of those, Dr. Wright.

**Hon. Mr. Baetz:** Mr. Chairman, certainly if you want to hear just a little more about this, and these technological developments are very intriguing, Dr. Parr would be available and we could have him come in here.

**Mr. Grande:** Could the minister be allowed to continue and then, in the main vote, we can ask questions that were not answered? I would appreciate that, and it would be much faster I believe.

**Mr. O'Neil:** I really feel that there may be portions here dealing with questions we have asked. When the minister has answered them and has the information at his fingertips, I would like to ask further questions to follow up on those I have asked—and I thought you would have too.

**Mr. Grande:** I just want to hear the minister and the response that he has—

**Mr. O'Neil:** If the minister does not respond fully to the questions you and I have asked, I would like to know today.

**Mr. Grande:** Sir, that is what the main vote is all about.

**Mr. O'Neil:** We are talking about opening statements now, and questions we had about until—

**Hon. Mr. Baetz:** Mr. Chairman, I am at your command.

**Mr. Chairman:** I think, Mr. Minister, the normal procedure is that the critics deliver their critique of the ministry and then the minister responds in any way that he or she sees fit. If the minister wants to deal in some detail with the comments of the critics at this point in time, that is quite permissible. If the minister wants to deal with them in a very general way, and then deal with them more specifically under the various votes, that is quite permissible too.

It is a free and easy system in which these matters are dealt with at the discretion of the minister, in responding to the critics' comments. So if you wish to proceed on the same basis you are doing now, that is quite permissible, given the fact that you are responding to the critics' comments and questions as I understand them.

**Hon. Mr. Baetz:** The question was raised, and I am not sure whether it was by Mr. Grande or by Mr. O'Neil, what are the minister's comments on the Art Gallery of Ontario's controversial dance program? There was criticism of the AGO for sponsoring an obscene dance performance. Was that your question?

**Mr. Grande:** No, no, definitely not.

**Mr. O'Neil:** I take it then it is something like that.

**Mr. Grande:** Freedom of the arts is on that side.

**Mr. O'Neil:** Let it be known that you believe in that sort of thing then.

**Hon. Mr. Baetz:** Mr. Chairman, as Mr. O'Neil likely knows, I certainly was not aware of this show at the art gallery. I did not know about it until the day after it happened. When I was told what did happen, with the female performer urinating in a pail as part of the act, I think I said something to the effect "de gustibus non disputandum est," you cannot argue taste. Some people might call that art, some might call it obscenity, some might call it something else. I called it obscenity—that was a personal thing. But I do not censor these shows and I do not think I should.

I think we have to treat the Art Gallery of Ontario as we do other performing groups. They have boards who, I think, have to take the responsibility for determining what is art and what is obscene and, over the long haul, it is far better for groups like that to make the judgement rather than a minister. I think we would be in for some awful shocks if ministers had to make decisions as to what was good art and what was obscene. It might be even worse than it is now.

I feel, frankly, Mr. Chairman, we have to look at these things over the long haul. I



think generally that the record at the art gallery and at other arts organizations is very good. There have been occasions when we have disagreed with them, but you do not swat a fly with a sledgehammer.

**Mr. O'Neil:** Could I ask the minister, if you knew there was going to be a show that was similar to that, you would again leave it up to the individual organization and still approve funds for something such as that; let them decide and not take a step in it?

**Hon. Mr. Baetz:** That is one of those "what if" questions, and I cannot really answer it. No matter which side you go on, you are subject to criticism, but I still think that on balance, I would insist that the artistic decision and judgement and the quality of that judgement has to rest with the agency. That is the policy. That is the way we proceed.

**Mr. Grande:** A Tory taking a Liberal position and a Liberal taking a Tory position—interesting.

**Hon. Mr. Baetz:** No. You've got small I's and small c's there, I am assuming.

**Mr. Grande:** I've got big L's and big T's in this case.

**Hon. Mr. Baetz:** The question was raised by Mr. Grande that arts need more support from the tax base, with less reliance on lottery proceeds, I couldn't agree with you more.

**Mr. Grande:** However—

**Hon. Mr. Baetz:** However, the resources are limited. We felt this year that in the light of the overall restraint we did reasonably well in getting enough funds for the arts and cultural bodies. We were able, on balance, to give an increase of some seven per cent, some more. I would like to have had more, but it's a matter of priorities. If you get more and the revenue is limited to begin with, you have to start taking it from something else, and what is that something else?

4:40 p.m.

I frankly think that the arts and culture are becoming a more and more important part of our society. They are contributing not only to the quality of life, but in an increasingly quantitative way, in economics. I really feel that Toronto particularly, but Ontario generally, has developed some just outstanding artists and organizations.

Somebody referred to the San Diego Tribune describing Toronto as a sophisticated arts Mecca. I think that tribute is well deserved. As a government, I think that we should at least create the climate and provide some of the financial support to enable these arts and cultural bodies to continue in their excellence, not only because it adds to the quality of life,

but also because of the very obvious economic implications.

These are labour-intensive industries. They can become even more attractive for tourists. I think we have to do much more by way of stimulating tourists to come here to see our arts and cultural programs.

I think the other thing we have to tell the world increasingly is that artists, by and large, are not the lazy folk that some people think, the high-income, lazy types. They are exceedingly hard-working people by and large. And they are not well paid.

**Mr. Grande:** They live below the poverty line.

**Hon. Mr. Baetz:** Unfortunately a lot of them do. That's very true.

I think it's unfortunate, but I think all of us have to impress upon the general public that artists are not drags on the economy or on society or people who want to go for a free ride. I would guarantee that anybody in this room would be puffing and huffing if we kept up with a ballerina, for instance, in her training. I think it's far more strenuous than the Toronto Maple Leafs.

**Mr. Ramsay:** Anything is more strenuous.

**Hon. Mr. Baetz:** That was a bad comparison.

**Mr. Grande:** Could I ask a question on that, since I suppose you're allowing that, Mr. Chairman? If Wintario had not existed, would you have gone into the Arts Challenge Fund at this time?

**Hon. Mr. Baetz:** That's a hard—

**Mr. Grande:** That's an "if" question.

**Hon. Mr. Baetz:** Yes. And I can't really answer that. I think the time has come certainly to help some of these larger organizations to strengthen their financial base. We have to do that, because if they start living from hand to mouth and are on the constant brink of bankruptcy, it surely can't contribute to their concentration on artistic excellence.

**Mr. Grande:** But you will remember that the purpose for Wintario was an added tax base in your ministry. What is happening is that you use Wintario money instead of the tax resource in your ministry. You're continually going further in that direction. Then you tell me that you agree with me, that you should not do it. Then why do you do it?

**Hon. Mr. Baetz:** Again, what is enough when it gets to the arts? How much is enough? What are your priorities as they concern the arts or health or ComSoc or building highways or whatever? These are

questions to which I do not have a conclusive kind of answer.

I still think that by and large the lottery money has been an add-on, an extra in terms of the arts and culture, that we have not simply started to rely on the lottery funds and, in the meantime, taken away tax-base funds for the arts.

**Mr. Grande:** You will find that you are doing that.

**Hon. Mr. Baetz:** I think it was last Saturday the Globe and Mail had a very excellent article on the financial position of the performing groups right across the country. Ontario was certainly no worse than the others; maybe a little better. But the thing that came across was that all of these performing bodies have one thing in common, they are on the constant verge of bankruptcy and yet, somehow or other, they pull out of it. It seems to be part of the nature of the beast.

I can understand when an artistic director of any organization feels that he can get more money next year, he can then prove his excellence. He would say: "Okay, thanks. I have the money now. I'm going to be a little better than I was last year." That's good, but it doesn't solve his financial stability problem.

You were asking, Mr. Grande, why there was a 12.6 per cent increase for the Royal Ontario Museum. Last year the ministry gave all agencies an across-the-board increase of four per cent. This year, as I indicated earlier, the average was something like seven per cent. But we felt that the time had come to increase the ROM operating grant by 12 per cent which, they have indicated to us, was a welcome decision.

We did this partly because we recognized they're going to be losing some income due to the partial closure and, of course also to look after four new positions to run the new curatorial centre, as well as an increase in staff salaries and benefits. So it's a level of a grant that, according to the chairman of the board and others there, has served their needs for this forthcoming year.

**Mr. Grande:** But you do realize that most of the other agencies received a six to a seven per cent increase. I want you to have some remarks in terms of how the 12.6 per cent increase at the ROM does not represent union busting on your behalf. That's what I want you to come through with.

**Hon. Mr. Baetz:** That it represents union busting?

**Mr. Grande:** Union busting. Those are exactly my words.

**Hon. Mr. Baetz:** Why would you regard that as union busting? Last year you recall—

**Mr. Grande:** Do you know what's going at the ROM? Do you?

**Hon. Mr. Baetz:** I hear some reports, yes.

**Mr. Grande:** Then when I say union busting at the ROM, it should have some meaning to you.

**Hon. Mr. Baetz:** I think back to last year—and I'm sure the statements in Hansard would bear this out—when there was great consternation in this committee that we had done so badly by the ROM; there were all kinds of alarmist statements made that it was going to go belly up and people would have to resign and so on. So after we looked very closely at the operating requirements we felt that we would have to somehow or other find an increase this year.

I think we were responding with only that motive in mind. How could one say we're union busting? In other words, what you are saying is that we are saying, "Here's a 12 per cent increase, therefore the pressure to organize a union is off." Is that what you're implying?

**Mr. Grande:** That's what you're implying.

**Hon. Mr. Baetz:** No. That's not what I'm implying. I hadn't thought of it at all in that way.

**Mr. Grande:** You hadn't? I see. Then why is it that last year—and I repeat your words—there was the same increase across the board to all the institutions? In this particular year most of the other institutions are getting a six to seven per cent increase, the ROM gets 12.6 per cent.

4:50 p.m.

**Hon. Mr. Baetz:** The ROM, as we have heard—

**Mr. Grande:** I am not saying that the ROM should not get a 12.6 per cent increase and the other institutions should not get a 12.6 per cent increase. I'm isolating the ROM because you have isolated the ROM.

I have suspicions about the reason you are doing it. Obviously you may deny those suspicions, but we are clear in terms of what we are talking about, both you and I.

**Hon. Mr. Baetz:** The ROM is not even the best example for a substantial increase to reflect the changing situation. The McMichael collection got a 25 per cent increase.



**Mr. Grande:** I thought you would bring that up; I thought you would bring it up before instead of now.

**Hon. Mr. Baetz:** For special reasons there and for special reasons at the ROM we have had to give them an increase this year. If we had not I could imagine you and others could quite justifiably say: "What is this, anyway? The ROM is going ahead with its major expansion and renovation program and building this nice new Curatorial Science Centre, but you can't afford to keep the staff you have there now." I can almost hear that.

It was because we were aware of some of this and of their special needs that we increased this year. As I say, I'm happy they're happy.

**Mr. Grande:** We will talk a little bit more under the proper vote.

**Mr. O'Neil:** Before you leave that, I know I had a question dealing with Dr. Cruise's comment which I read from the newspaper that the new gallery space and total needs and extras cost \$11.7 million for displays and is not scheduled for completion until 1996.

**Hon. Mr. Baetz:** I am making some additional comments on ROM a bit down the line which deals with that.

On the question raised by Mr. O'Neil dealing with the Port Hope flooding, I think he was wondering whether the two provincial ministries were in conflict, namely, the Ministries of Transportation and Communications and Culture and Recreation.

The Ministry of Transportation and Communications is ready to give them 90 per cent of the costs of building a new bridge, which would mean tearing down the fire hall, and that's the building we are interested in from a heritage point of view. This is correct, but what we have indicated to the Port Hope municipal council is that if they wanted to take a look and see whether the fire hall could be spared demolition, because it is a very famous old building, we would be prepared to help them with \$10,000 to carry through a study like that.

The Ministry of Transportation and Communications, as you have noted, of course, said it would pay 90 per cent of the cost of the new bridge because, frankly, they have to have the bridge and take away a little bit of the bank which includes the fire hall so the flooding won't occur next year and the year after.

It's up to the municipal council. We're simply telling them: "Here's what's possible,

if you want to look at the heritage value of this thing. Here's what you get if you want to build your bridge."

I understand that the decision has been taken. The fire hall will go and the bridge will be built.

**Mr. Rowe:** I'm confused, Mr. Minister. I read one day that a decision has been taken and the next day the decision is reversed because the Canadian government is involved with it now too, the Canadian Heritage Foundation, so I'm not sure whether a decision has been made yet. It has been made three or four times in either direction.

**Hon. Mr. Baetz:** Certainly, in answer to your question, I don't think this is one ministry trying to outdo the other or that there is a conflict here. It is simply that both ministers are saying to Port Hope, "Here's what we can do if you want to go the heritage route and here's what we can do if you want to build your new bridge."

To answer your question on the closing and reopening of the Royal Ontario Museum, you were concerned that it would be closed for such a long time. That question has been raised often and has often been answered: the trustees of the museum would not have decided to close the building for large-scale renovation if they had any doubts about it reopening, or if there had been any reasonable alternative which would have left the collections on view while construction went on about them.

You can be sure that I spent many a session with Mr. Hermant and the members of the board at ROM to ask, "Are you sure it has to be closed down for this length of time; totally closed?" They have indicated through graphs and charts—you name it—that it would have been virtually economic folly if they had tried to stretch out the building program and allowed people to come in and see some of the artifacts.

Their answer was, "Close it down for 17 months," which they argue is not all that long because the Montreal Museum of Fine Arts, which went through a similar program, was closed for 30 months. In fact, in my home town, the National Museum of Man in Ottawa was closed for 60 months.

**Mr. McClellan:** You keep referring to the partial closure. It's the phrase you use when you're describing it. I'm just curious as to why you keep using that phrase "partial closure" which is obviously a misleading phrase and leads the public to think that the facility is not going to be closed totally for any period of time. Don't you think you should say what is actually happening?

**Hon. Mr. Baetz:** The Canadiana building will remain open. I think some people think that the ROM is just what sits there, as one can see, at the corner of Queen's Park and Bloor Street. The Canadiana building galleries will stay open. It's partial closing; how else can you say it?

**Mr. McClellan:** You should tell people honestly it's going to be closed for 17 months.

**Hon. Mr. Baetz:** I think that fact is out too and is fairly well known. Sure, we would hope it would be a lot shorter, but 17 months is not that long.

**Mr. O'Neil:** What about this 1996 date? Was Dr. Cruise at fault in quoting that date or quoting the \$11.7 million? We haven't even touched on that yet.

**Mr. Grande:** I heard 2005.

**Hon. Mr. Baetz:** That may be just as accurate as 1996.

**Mr. O'Neil:** Nineteen ninety-six was the date he was quoted in the newspaper as giving, which is why I am mentioning that date.

**Hon. Mr. Baetz:** Again, we can get down to some more details when the ROM people are here, but we have to distinguish between the three phases of the program that is going on now, the Curatorial Science Centre, the renovation of the main building and the construction of the Terrace Galleries.

The Curatorial Science Centre certainly is going to be one of the first to be open and running. The main building will be open as soon as it is renovated.

**Mr. O'Neil:** When you are mentioning these three different phases, could you tell me how long each will be closed?

**Hon. Mr. Baetz:** Yes, I have that here somewhere. I think that's in our estimates here.

The main building of the ROM will not be closed completely until early 1981 and it will reopen in 1982. The Curatorial Science Centre, of course, is brand new and the Terrace Galleries are brand new.

**Mr. O'Neil:** Do you have dates for the opening of those?

**Hon. Mr. Baetz:** The Curatorial Science Centre should be open in 1981.

5 p.m.

**Mr. O'Neil:** It's closing.

**Hon. Mr. Baetz:** No, it's a brand new thing. It's never been open before.

To go back to the other, you hear these projections that the new program won't be finished off until 1996, or as Mr. Grande says, maybe 2005.

**Mr. Grande:** I just heard that.

**Hon. Mr. Baetz:** It may be just as accurate as the other. I think what we have to be clear about here is that to begin with, the Terrace Galleries are going to be built and the ground floor will be open. In addition to the ground floor, you've got two other large spaces. They will be furnishing them and filling them out over an extended period of time, which is up to 1996.

What they're really saying here is: "Before inflation kills everybody, let us at least get the Terrace Galleries up. Then we'll furnish them."

**Mr. McClellan:** When do you expect that will be?

**Hon. Mr. Baetz:** It's just like a young couple who says: "Let's beat inflation. Let's buy our dream home. Let's build it. We won't furnish everything immediately, but we're going to do it gradually."

**Mr. O'Neil:** So that's their plan.

**Hon. Mr. Baetz:** That's their plan. I'm sure that private gifts will be coming in. I wouldn't be surprised at all if the federal government made grants for that program that will be ending in 1996 or 2005. That will go on as the money becomes available. Certainly you will have, to begin with, an excellent Terrace Gallery.

**Mr. Grande:** Empty though.

**Hon. Mr. Baetz:** No, not empty.

**Mr. Grande:** Sure. Let me pursue it here because obviously it's at the right point. The matter regarding the commitment you made to the Royal Ontario Museum to the tune of \$44.5 million I want to understand clearly. The Royal Ontario Museum has that commitment from you, whether or not it raises the \$10.3 million from the private sector.

**Hon. Mr. Baetz:** They're assuming they will be raising that.

**Mr. Grande:** Okay, I wish them well. I hope they do. However, is it a commitment of yours that they will have up to the \$44.5 million?

**Hon. Mr. Baetz:** Under the Wintario program you can only give money as a matching fund.

**Mr. Grande:** That's right.

**Hon. Mr. Baetz:** The additional \$11 million is not Wintario. It doesn't have to match anything. I can only assume they are going to meet the commitment they have made that they will be raising their \$10 million.

If I were to say to you today, if they don't raise their \$10 million, if they rest on their oars and get lazy—



**Mr. Grande:** They can't, you see? They can't because they need millions of dollars in order to have the facilities and the exhibitions and the Terrace Galleries. They will be going on in the private sector for years and years. It's not a matter of dropping the fund-raising that they are doing right now.

**Hon. Mr. Baetz:** Within the \$44.5 million program, if they raise their \$10 million there is no problem at all. They are saying, "We can tell you we will raise the \$10 million."

**Mr. Grande:** Good, okay.

**Hon. Mr. Baetz:** What they raise after that is up to them. Maybe we'll have a new Wintario program for them or maybe they'll go out on their own. I don't know.

**Mr. Grande:** I don't know whether I'm speaking a different language from you. I hope that the museum raises not \$10.3 million, but \$12 million, \$14 million or \$15 million in the private sector.

**Hon. Mr. Baetz:** So do I.

**Mr. Grande:** However, if they do not come to the magic formula of \$10.34 million and they do not get the matching grants from Wintario, have you committed up to \$44.5 million to the museum or not?

**Hon. Mr. Baetz:** If I were to go public on that and simply say, "No matter what, we'll meet the \$44.5 million—"

**Mr. Grande:** Then the private sector is not going to come through? Is that what you're saying?

**Hon. Mr. Baetz:** It could be.

**Mr. Grande:** Oh.

**Hon. Mr. Baetz:** But the fact is that we are committed and they are telling us they are committed.

**Mr. Grande:** However, the people at the museum need to know because it is their policy that unless funds are committed or on hand, they cannot go on with the expansion program.

**Hon. Mr. Baetz:** They do know. They have been told that we are going to back them up to the \$44.5 million.

**Mr. Grande:** So it is a commitment. You will back them.

**Hon. Mr. Baetz:** It is a commitment.

**Mr. Grande:** Whether they raise the money from the private sector or not.

**Hon. Mr. Baetz:** That is right.

**Mr. Grande:** So you have gone public now.

**Hon. Mr. Baetz:** Yes.

**Mr. Grande:** Okay. All right.

**Hon. Mr. Baetz:** We have gone public for a long time on this. But I guess what I am simply saying is we have done that because we have confidence in their commitment that they will in fact raise the \$10.3 million or whatever it is.

**Mr. Grande:** Okay. Great. Therefore, in other words, there is no discrepancy in what Sydney Hermant talks about and what you have talked about; that in the auditor's report there is no discrepancy in the understanding that Sydney Hermant has and the board of trustees of the ROM has with what your ministry has. There is no misunderstanding.

**Hon. Mr. Baetz:** That is right.

**Mr. Grande:** It is clear.

**Hon. Mr. Baetz:** We understand each other clearly.

**Mr. Grande:** Good.

**Hon. Mr. Baetz:** Mr. O'Neil raised the question about provincial grants to the ROM at \$13 per visitor. I think his point was that this was a very expensive operation in light of what the—

**Mr. O'Neil:** What I was trying to put across, Mr. Minister, was that I think we also have a certain obligation to some of the smaller museums across the province, and that was more or less my question.

**Hon. Mr. Baetz:** You suggested the provincial grant to the ROM was \$13 per visitor. It is possible you may have arrived at this by dividing the lower number of visitors expected in 1980-81, when the main building will be closed or partially closed, into a grant which is larger by a special component amounting to \$426,000 to make up for lost admissions. In usual years, the provincial grant per visitor may average half of this amount or even less. So if you did take the year 1980-81, that was an aberration. That was not a typical year. We are saying the average is about half of that.

However, we also feel that you should not compare the per-capita cost per visitor at the ROM to the local museums because the local museums had support for 2,355,000 visitors in 1978-79, the most recent year for which we have this information, and museum operating grants were \$1.731 million or 73 cents per visitor. Many local museums are open for only a few months of the year and are staffed by volunteers who draw no salaries and therefore need no grants for this expense.

There are federal grants for operating purposes given to local museums which are proportionately much greater than they are in the ROM's budget, and most local

museums receive grant support from their municipality, while the ROM receives none. As well, the ROM has a range of scholarly activities which greatly exceeds that of any local museum and which attracts provincial support.

Lastly, the ROM is an agency of the province which reflects the initiative of the government, whereas local museums are the welcome initiatives of community groups which undertake the principal burden of support in their establishment.

5:10 p.m.

**Mr. O'Neil:** Everybody seems to be knocking the ROM; it is a wonderful building and it is something this province is very lucky to have. But what I am trying to get at, as when I mentioned TVOntario and the smaller centres throughout this province, is that there seems to be a feeling there is a lack of museum policy for the smaller museums throughout this province.

We talk continually about the ROM and spend a lot of our time on it. I just wonder, how much emphasis is there within your ministry to assist some of these smaller museums which, as I say, feel there is a lack of policy in assisting them. We have one in Belleville. I know there are displays that are sent out by the ROM, but I would like to see a little more assistance given to them and to have your ministry set out a policy to assist the small museums.

I know they asked you about this at the convention in Barrie and I think you did give them a commitment. I just wonder what has happened on that, what you plan, whether there will be additional aid, whether you have a policy that you are developing for them so they will know where they are going, what they can expect.

**Hon. Mr. Baetz:** Actually since 1957 the government has had a coherent policy which has provided the basis on which its grants program has been administered to the local museums.

**Mr. O'Neil:** But they are not happy with that?

**Hon. Mr. Baetz:** I would not say they are unhappy. I think they are always suggesting ways and means whereby things could be improved and that is normal and natural.

But the cornerstone of our policy for grants to the local museums is, (1) the provision of continuous financial support to local initiatives in raising revenue for museum operation; (2) assistance to ensure the availability of committed, well-trained amateurs and, where possible, professional staff; (3) in-

centives to stimulate year-around opening of community museums; (4) the provision of technical advice to museums and their management, displays and conservation efforts; (5) the financial supporting of the Ontario Museum Association to carry out its work, which includes a program for training museum workers.

Until recently, there was the provision of aid for the establishment of new museums. As I think I noted in my opening statement, however, we decided with the concurrence of the museum people that we would no longer provide that financial incentive to open new museums because so many had been opened in the last decade that there were, quite frankly, too many mouths to feed and we felt we should not encourage the creation of more—for the time being, only.

I think there are something like 400 museums now, and if somebody wants to open a museum in a town or city or village somewhere, they obviously can do so. But we just felt, and I must say that we had the full support of the Ontario Museum Association on this, for the time being we should not, as a matter of policy, provide that financial incentive to have more and more open because of the proliferation of museums.

**Mr. Grande:** So, a community that wants to set up and establish a museum to preserve the cultural heritage of that particular community, which may be unique in Ontario, according to your policy cannot open a museum to preserve that cultural heritage.

**Hon. Mr. Baetz:** They can open it, but we are not going to provide an incentive grant for them to open it.

**Mr. Grande:** That is the same as not opening it.

**Hon. Mr. Baetz:** It does not mean to say that we would not support them in their on-going costs, but we do feel—and as I say, this is with the full blessing and concurrence of the museum people across the province—we should not be holding out a financial incentive to go ahead and open it up. Not at this time.

**Mr. Grande:** I can understand why they are saying that to you, because you are starving them as it is. So if they open any more, they have to share the same limited resources with more.

**Hon. Mr. Baetz:** That is the grim reality.

**Mr. Grande:** That is why they are saying to you, "Don't open any new ones." Anyway, maybe we should get on.

**Mr. O'Neil:** Mr. Minister, along this line. In my opening comments, I asked the ques-



tion or I raised a question in the House whether, when you have part of the ROM being closed down, when you have some of those people who don't have to be working, you and your ministry were looking at an extensive program whereby you could be shipping out some of these displays which could be moved, to some of the smaller museums.

I know that you have a travelling bus or van or whatever; I am not talking about that. But are you going to do anything extra to share these treasures with the smaller communities or with the small museums at the time when the ROM is closed?

Hon. Mr. Baetz: There are a number of programs under way now. Some of these are going to be stepped up. I would hope, Mr. Chairman, the member might wait for a reply on that until a member from the museum comes here and he or she could be more precise as to what those plans are. But I do know that there are some plans to look at that program.

Before we leave the ROM, and to get back to Mr. Grande's question, because it keeps coming back almost like a Grecian chorus, let me once again categorically state and reiterate that the government is committed to up to \$44.5 million, just as Mr. Hermant is committed to his \$10.3 million. It's hand in glove.

Mr. Grande: You don't have to go any further than that. I accept that.

Hon. Mr. Baetz: Opinion polls: In response to Mr. O'Neil's questions on what, by whom, how much, who carried them out. We carried out opinion polls on our fitness program. Under that heading we carried out three surveys over the last few years. These might be called opinion polls because they were executed by the Gallup Omnibus Survey.

The first survey occurred in November 1978 and cost \$4,430. The basic objective of these polls was to determine the extent to which our advertising was effective to the public and the activity profiles of the general public. Keep in mind I'm referring to the whole fitness program.

The second survey, which occurred in January 1979 for a cost of \$2,900, again looked at the activity level and participation level of our fitness program. The reason for the second poll was a need to validate the November 1978 survey to determine the extent of seasonality, if any, and all other changes that there might be in activity patterns in summer and winter.

The third poll, again in the fitness program, occurred in November 1979 for a cost

of \$7,450, which, in addition to seeking answers to the aforementioned poll, also looked at attitudes, exercise patterns, demography, sex, et cetera.

It can readily be appreciated in a completely new program like this the need to determine the acceptability of this fitness thrust. The program must be evaluated and what better way than to survey the public.

As a consequence of surveying, we have made several program shifts that we feel are more effective. We're quite agreeable to sharing the results of these polls with anybody who wishes to see them.

Mr. O'Neil: We would like copies of them.

Along that same line, why would you bring in Douglas Fisher to do a study in this same area afterwards? I wonder at that, because I know that you have top people in your ministry in this area and that there are other top consulting firms and people who could do this. Not to knock Douglas Fisher because I think he's good in a lot of ways, but I can't really see him being appointed to a study such as this when you have this knowledge and information and top staff at your fingertips and could prepare, I believe, as good a report as he ever could, if not slightly better.

Hon. Mr. Baetz: Of course, Douglas Fisher's study is far broader than the fitness program.

Mr. O'Neil: Couldn't your staff have done that?

Hon. Mr. Baetz: Mr. Fisher is looking at the whole sports, fitness and recreation program in the province. He is bringing to the study, I think, an objectivity which perhaps someone who is engaged—no matter how good they are—in one aspect of this could not bring to it, and might carry some biases into the study. Mr. Fisher has a proven track record at being able to take a look at the forest and step back from the trees and can give us some guidance as to where we may be going in a general way in our sports organizations, recreation and in fitness.

5:20 p.m.

Mr. O'Neil: It depends what kind of a tree he's standing behind too. I find it a little hard to understand why he was appointed. Anyway, we have your reasoning on it.

Hon. Mr. Baetz: We'll hope that when he comes out with his report everybody will be happy he did it and will understand why it was done.

Mr. Grande: What about the other polls you have done?

**Hon. Mr. Baetz:** We answered in detail on the Order Paper some weeks ago on the other polls.

**Mr. Grande:** I'm not talking about other ministries. I'm talking about your ministry. I know about the release of the public opinion polls that was done by the Premier, under duress. I'm talking about the Ministry of Culture and Recreation and what other polls you have done.

I'm referring to that famous poll we were talking about last year, which never surfaced; namely, the ethnic community voting pattern poll that your ministry got involved in. Then you denied it. That got a lot of people, even within your ministry, to say, "It exists." Are you going to keep that a secret?

**Hon. Mr. Baetz:** Frankly, I'm not aware of—and I think I would be if they occurred—any other opinion polls.

**Mr. Grande:** You should find out. Some time in October or November 1978, that's when the poll was taken. You can find out. Ask.

**Hon. Mr. Baetz:** Do you have a copy of it?

**Mr. Grande:** I want to get a copy from you, whether I have one or not.

**Hon. Mr. Baetz:** That's why I questioned whether you had one now.

**Mr. Grande:** Go ahead; find out.

**Hon. Mr. Baetz:** Mr. Chairman, perhaps we can go on in response to questions and concerns raised by Mr. Grande on citizenship.

On multiculturalism, you asked whether the Premier ordered the Ministry of Culture and Recreation to go in a different direction with multiculturalism. You wanted to know why MCR got rid of the multicultural development branch. You wanted to know whether the Advisory Council on Multiculturalism and Citizenship had been made ineffective by a switch from policy secretariat; was Mr. Shymko a political appointment; why does the council have 60 members and how do they represent a constituency.

First, has the Premier ordered MCR to go in a different direction with multiculturalism?

The answer to that is a categorical no. Our policy on multiculturalism and citizenship hasn't changed.

**Mr. Grande:** Mr. Chairman, if I may, on a point of order, I do understand that at 5:30 we're going to break today, given events that are going on elsewhere.

**Mr. Chairman:** Yes. I think that was the arrangement we made. I'm wondering, given the fact that we go to 5:30, which will leave just slightly over five hours remaining for seven votes, if we could perhaps move along and get into the first vote shortly after we convene tomorrow, so that we can at least spend some time on each vote.

**Mr. Grande:** The reason this has occurred is because you, sir, have allowed questions from the critics while the minister is speaking, and that's fine. I think the minister made that decision and that's fine.

Perhaps tomorrow, so that we could speed it up a little bit, we should let the minister finish his comments and then on the main vote we could ask the minister a question that we feel was not properly answered.

**Mr. Chairman:** That's always an option that's open to the committee. Certainly, I allowed questions as the minister was going along because I think it's often helpful to the critics to get clarification. If the committee wishes that procedure terminated I'd be glad to try to enforce it. I was just trying to be as helpful as I could in the exchange with the critics.

**Mr. Grande:** I'm not faulting you at all, sir.

**Mr. Chairman:** Does the minister want to continue for another five minutes and then we'll break for the day?

**Mr. Grande:** The reason I interrupted at that point was I think if the minister is going to be dealing with this topic in any serious way it's going to take more than five minutes. That seemed to me to be a very appropriate time to end it for today, if it's the wish of the committee and of the minister.

**Mr. Chairman:** I think everyone is anxious to get upstairs so perhaps we can break at this point.

The committee adjourned at 5:26 p.m.



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No. S-3

# Legislature of Ontario Debates

## Official Report (Hansard)

**Standing Committee on Social Development**  
Estimates, Ministry of Culture and Recreation

**Fourth Session, 31st Parliament**

Tuesday, April 15, 1980

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

TUESDAY, APRIL 15, 1980

The committee met at 3:42 p.m. in committee room No. 1.

### ESTIMATES, MINISTRY OF CULTURE AND RECREATION

(continued)

**Mr. Chairman:** I call the committee to order. When we adjourned last night, the minister was in the midst of a response to the critics. Perhaps we could carry that on, complete it as quickly as possible and then go on to the first vote.

I remind the committee that we have seven votes with which we have to deal and we have just a little over five hours in which to do that. So perhaps we can cut our cloth accordingly.

**Hon. Mr. Baetz:** Mr. Chairman, I believe just before you opened the meeting it was agreed, because of the whole question of multiculturalism and citizenship in which Mr. Grande particularly had raised a number of questions, that we might delay my response to that until we get to the vote. It will come in under vote 3001, because the Ontario Advisory Council on Multiculturalism and Citizenship is under vote 1. With your permission I'll hold that for the moment and just make a brief comment on both of the opposition members' criticisms on the matter of, in their view, providing insufficient allocation to the native community branch.

In order to understand our support of native communities and our relationship to them, we should keep in mind that the grants coming out of the native community branch are, in a real sense, residual grants. They may not appear to be all that large, but we have as a basic policy in government that every ministry deals directly with the native community. In a sense, really what we do in the native community branch in my ministry is to pick up some of the pieces that might conceivably fall among all of the other ministries and, in addition to that, to play some kind of co-ordinating role.

I should mention that the current estimate of Ontario spending on the status Indians only, not including the Metis, is about \$100

million annually. So, when you look at the government's expenditures on our native people, don't expect to find the amounts of money in my ministry under the native community branch as an indication of the level of support. It is not. It is simply a fragment of it.

On the youth programming, Mr. Grande raised questions about the cutback of the Experience '80 program by some \$600,000. I should say—as I'm sure Mr. Grande knows—the decision as to the size of the Experience '80 program is not a decision taken by my ministry, but it is a decision taken by cabinet. My cutback is a proportionate cutback in that particular program.

It is true that there has been some reduction in our Experience '80 program, but I would remind both members of the opposition that we will be spending more money this year under the Ontario Youth Employment Program, and that there will be no net loss of job opportunities for youth.

On the matter of lotteries, Mr. O'Neil had two points of concern: One, he wondered about the falling revenues and rising overheads, and wondered whether we really need four administrative assistants for four lotteries we have in Ontario right now: Wintario, Lottario, The Provincial and, more recently, Super Loto.

It is true, as the member for Quinte points out, that there are these four individual lotteries in Ontario. But he may not be aware that there is only one administration running these four and that administration is the Ontario Lottery Corporation.

The Ontario Lottery Corporation now uses a single marketing structure and a single distribution and retailing system across the province. I should point out that this is a situation which did not exist at the time of my ministry's estimates only one year ago, when you had two marketing systems operating in Ontario because of the competition of the federal government's Loto Canada scheme.

With the disbanding of Loto Canada as a separate administrative unit and the absorption of Loto Canada by the provinces, we can



look for a significant reduction in total overhead. The public has, therefore, once again become a winner through the effect of an efficient operation of lottery activities here in Ontario.

I have, Mr. Chairman, further details on the administrative costs of the lotteries. We can go into those later on, when we get into the individual votes. But now I would simply point out, for the record, that under Wintario of the total income—this is the last annual statement—47.9 per cent goes to prizes; profits are 35.2 per cent and the rest goes to commissions and administrative expenses.

In The Provincial the prizes are 54.8 per cent, profits are 26.2 per cent, and the rest for commissions and expenses. Under Lot-tario, prizes are 50 per cent, the profit is 27 per cent.

So you can see that Wintario generates a slightly higher percentage of profits. I suppose if you looked at these charts you could say your chances of winning are better under The Provincial than the other two, but I wouldn't suggest you take that as gospel.

3:50 p.m.

Mr. Grande had a number of questions about the lotteries. His major concern, I suppose, was—as he put it—“Why not admit that Wintario is bankrupt?” His other question was if our report, Places To Grow, was simply a glorified public opinion poll and a statistical boondoggle. He also raised the question of Wintario capital being stopped or held until the next election. I guess what he meant there is that we're politicizing it.

He wondered about the rich getting richer in Wintario programs—money going to golf clubs, yachting clubs and so on. The final question he raised was about Variety Village and how the Wintario grant now under active consideration might distort our government policy for the handicapped.

I don't want to get into great detail here on all of these questions. I don't think that is your wish. However, on the matter of the bankruptcy charge, I would simply like to point out that in the lottery appendix you will find in the estimates you have a full breakdown of the present financial status of the Wintario program. If you will just look at the bottom line, which is always the important place to look, you will note that we have reserves to cover all commitments made against the Wintario account and that future proceeds from Wintario will be fully available for future funding programs.

As you will note in the book, in round figures as of about March 14, 1980, we had roughly \$50 million in commitments, not all of which may be called up; nevertheless, they are there. Against that, we had \$50 million in reserve. So we are very much on a break-even course.

As you will note in the estimates, this year we are anticipating around \$45 million or \$46 million in Wintario revenue. The exact figure is in the book. We will, of course, have some new commitments against that under our noncapital program. We will, no doubt, also have new commitments when the new capital program opens.

I can assure you again that the date of the reopening of the capital program—and it is going to come—isn't going to be determined by political considerations. It will be determined by the day on which we have completed our systematic study, of which Places to Grow is one segment. When that is completed and we know what our new priorities will be, we will be announcing them. It is going to come in the course of this year.

Again I don't want to get into all of the details here, but just as a final on Wintario: Is it bankrupt? Really, I don't think we serve the public well by suggesting that we are in any way bankrupt or even on the verge of bankruptcy. In Places to Grow, you will notice some estimates of future revenue on Wintario. I can tell you that those estimates are very conservative with a small “c.” They're not even progressively conservative, they are very conservative.

We feel that in making these forecasts of our anticipated revenue in the lottery field we should be extremely cautious. If we have to err, we err on the side of underestimating rather than overestimating when it comes to expenditures, and at the same time, on the other side of the ledger, make sure that our commitments never get beyond us.

On Variety Village, I might say it is quite correct that Wintario has been asked to make a grant to them. The application is virtually on my desk. We will be asked to fund \$2.6 million, plus approximately another \$500,000 for funding special amenities for the handicapped. The total cost of that program is \$6.5 million.

I know that Mr. Grande's criticism is not whether Variety Village is eligible for Wintario—at least I haven't heard you say that. It certainly is eligible. It meets every criterion on the program. I think your concern

is that Variety Village is a program which segregates the handicapped rather than helping them to become integrated in the mainstream of society.

You are quite correct in noting that the official policy of our government is to assist the handicapped in their integration in society rather than establish programs which would only tend to perpetuate their segregation from society. It is quite true that we have had some representation from some agencies in the handicapped field who maintain that we should not be financing Variety Village. But I can assure you, on the other side we have had even more agencies and individuals tell us that we should indeed make the plans for Variety Village a reality.

I have often thought there is a sort of interesting parallel of programs for the handicapped with the programs and services for the aged. Obviously, just because we have some nursing homes and some extended and chronic care for the aged, this in no way means that all of our services and programs for the aged are designed to encourage them to be taken care of in nursing homes or extended care. Many of the aged live in their own homes and are an integral part of society. A few require institutional care.

I think the same holds true for handicapped. The vast majority, with some help, can function quite well in society and become integrated. But there are some whose disabilities are sufficiently severe that there should be some kind of facilities available for them.

Personally I have no difficulty in this grant going to Variety Village. I would have concern if that were the only grant for the handicapped we had, but you know, just as one other example, we have provided a great deal of Wintario money to provide easy access for the handicapped to public libraries and public buildings. Surely that reflects our concern that we should help the handicapped function in society.

The final question raised was by Mr. O'Neil on advertising—how much have we spent, what firms has it been given to, why has it been given to those firms, did we tender for the business and if not, why not.

4 p.m.

Again, Mr. Chairman, in the interests of time, I would like to abridge my reply—I have the full details here for you—simply to say that in my ministry the bulk of the advertising goes out under the Ontario Lottery

Corporation. About 90 per cent of my ministry's and its agencies' advertising goes through that agency, and that is a very significant amount of money.

In 1979-80 the Ontario Lottery Corporation budgeted for \$9.55 million in advertising. The Royal Ontario Museum, the Art Gallery of Ontario, the Ontario Heritage Foundation or any other part of my ministry are not in the same league.

In these sizeable contracts for advertising, you might be interested to know that Wintario has at present contracted with the Hayhurst agency and in 1979-80 had a budget of \$3.2 million. Lottario deals with Cockfield Brown and has a budget in 1980 of \$1.8 million. The Provincial is with Case Associates for a budget of \$2.3 million, and Super Loto is getting under way for \$800,000 with Foster Advertising Limited.

Just to show you how totally pure we are in all of this, Mr. Chairman and Mr. O'Neil, I noticed that the Art Gallery of Ontario, which had a very modest advertising budget of \$44,000, two years ago invited Vickers and Benson to do its advertising work upon the recommendation of the gallery's board chairman at that time, Mr. George Sinclair, who was chairman of MacLaren Advertising Limited. So that just shows you just how—

Mr. O'Neil: Completely pure.

Hon. Mr. Baetz: Totally pure, pure as the driven snow. I will leave this for Mr. O'Neil for further details. In all the cases except the Art Gallery of Ontario, which has used the same agency for the last seven years, the business was awarded after competing presentations were assessed. So we are pure on that count.

Mr. Chairman, those are my very brief comments on the questions raised.

Mr. Chairman: Thank you, Mr. Minister.

On vote 3001, ministry administration, item 1, main office:

Mr. Haggerty: Mr. Chairman, I wanted to have some clarification, if this deals with the main office as it relates to the minister's policy.

On page 19 of his opening statement yesterday to committee members the minister says: "We are proposing that library grants for the 1980-81 fiscal year be maintained at the same level as last year. In the past few months, I personally, along with officials from my ministry, have met with some of the major organizations operating in the provincial library system. These



meetings will continue. For while Ontario has a first-class library system, one that has been described recently as the very finest in the country by Denis Vaugeois, Quebec's Cultural Affairs minister, there is always room for improvement and change."

I am wondering why we would have to go to the province of Quebec simply to have them tell us that. He goes on: "In the spring and summer of this year, we will be reviewing in detail the grant system that we have in place and library legislation. I anticipate that changes will be required in the granting area."

If you look at the summary of estimates here, library and community service information is actually reduced by approximately \$1 million this year. I am sure the minister is well aware of the difficulties that libraries are running into at the present time. I was thinking of the brief submitted to the minister on November 30, 1979, from the Ontario public libraries advisory committee which had pretty well outlined in detail that under the provincial grants as they are maintained today the cost to municipalities would be more to sustain a reasonable library service.

Quoting from their figures, in 1974 their total share of expenditures and grants was 15.044 per cent. In 1976 it dropped down to 13.56 per cent, and then it dropped down to 11.96 per cent.

**Mr. Chairman:** Mr. Haggerty, I hate to interrupt you, I know the issue is an important one, but really the matter of libraries has a special vote and that is the fifth vote in which library services and community information centres are specifically mentioned and funded. I think really it would be more appropriately raised at that time.

**Mr. Haggerty:** The matter has been raised in his opening statement and I thought perhaps he could add some further clarification. I think he did respond to other committee members here on matters they raised, and I am sure that every member should have the opportunity to question any part of the opening statement made by the minister.

All I am suggesting is each person should have ample time to have further clarification.

**Mr. Chairman:** As chairman, my job is to maintain some semblance of order here. If you want to throw the whole thing open and discuss everything within the entire ministry at any time I suppose that could be a decision of the committee, but really—

**Mr. Haggerty:** This is directed to policy of the ministry, not—

**Mr. Chairman:** With respect, it is library policy. We do have a special vote for that, and I hope we get there.

**Mr. Haggerty:** I don't know if you can interpret it that way or not, but I am dealing with the ministry's administration. I am sure the question of policy would come under that. That is why I raised this question.

**Mr. Chairman:** There is the matter of policy related to lotteries, the matter of policy related to multiculturalism and so on. If you want to throw the matter of policy under the main vote, then we would have to discuss all of the votes under the first vote. I am suggesting to you, Mr. Haggerty, that there is a special vote for libraries and that we deal with it at that time. I realize the importance of it, but really, I don't think that we can deal with it at this point.

**Mr. Haggerty:** The chairman may differ with my interpretation of it, but what I'm trying to convey to the chairman is that it deals with the minister's policy. I think when the minister makes a statement like that, each member should have an opportunity at least to check with him why he would put a statement on page 19 that says yes and no in a sense. I just wanted some clarification on it.

**Mr. Chairman:** As far as the committee is concerned, they do have a chance to discuss those matters and other matters related to libraries under the proper vote. All I am saying is that is the appropriate place in which to do it, even though the minister did mention it in his opening comments.

**Mr. Grande:** When we deal with it under the vote, I would lend my support at this particular time to Mr. Renwick who is the multicultural critic for the New Democratic Party to be dealing with that area.

**Mr. Chairman:** Multiculturalism comes under another vote again. The council does come under item one, so if you are dealing with that particular aspect of it, Mr. Renwick, you are quite in order.

**Mr. Renwick:** Will you call me out of order if I stray?

**Mr. Chairman:** Yes, I will.

**Mr. Renwick:** I think, Mr. Chairman and Mr. Minister, what has bothered me for some time is reflected on pages 20 to 24 or so of your statement, specifically the restructuring of the advisory council and the renaming of that council. Underneath all this and despite the protestations of the ministry, there has been a fundamental change in the ministry

from a policy of cultural diversity to a policy of assimilation.

I would appreciate it if you would tell us exactly what the change in the policy of the government has been as reflected not only in the structural change within the ministry, but specifically with respect to the restructuring of the Ontario Advisory Council on Multiculturalism and Citizenship.

4:10 p.m.

For example, as I understand it, at the very first meeting of the enlarged council, there was a significant argument on the motion that I think was put by the new chairman to delete the word "multiculturalism" from the title of the advisory council.

Perhaps I could very briefly draw an analogy. There was a time when it was fashionable to be concerned about consumerism in the province and the protection of consumers. We therefore had and still have a Ministry of Consumer and Commercial Relations, but you can look through all the estimates of the Ministry of Consumer and Commercial Relations and you have to be very skilled and know your way around in order to find any reference to consumers in that ministry.

This is what I think is happening in your ministry. Disguised as a structural reorganization, for whatever reasons, whether the polls have shown it's politically acceptable or whether your assessment of the attitude of the province is such that the time has come for the pendulum to swing, I think you have adopted a policy of assimilation disguised as citizenship in place of a policy of cultural diversity. I'd like to have your response to that.

**Mr. Haggerty:** That is not the same point I was trying to raise. I wanted clarification on policy. Now we're dealing with vote 3004.

**Hon. Mr. Baetz:** No, we're not. We're dealing with vote 3001.

**Mr. Chairman:** The Ontario Advisory Council on Multiculturalism and Citizenship comes under 3001. That's the point to which Mr. Renwick is addressing himself.

**Mr. Haggerty:** Yes, but he's dealing with multiculturalism, and that's under vote 3004.

**Mr. Chairman:** The Ontario Advisory Council on Multiculturalism and Citizenship is in the main office, vote 3001. It has a budget item of \$117,600. That's in the first vote, item 1, main office. Libraries was not so stationed.

**Mr. Haggerty:** The document I have says main office deals with salaries, wages, em-

ployees' benefits, transportation, communications, the minister's salary, financial services, supply office—unless he has some other document that I don't have.

**Mr. Chairman:** This book here is the briefing book of the ministry.

**Mr. Haggerty:** I see. I don't have that document.

**Mr. Chairman:** It's available. We can get you one.

**Mr. Renwick:** On the point of order, Mr. Haggerty, under vote 3001, estimates 1980-81, page two: "Program description: This program includes the general overall administration of the ministry and support for the Franco-Ontarian Council and the Ontario Advisory Council on Multiculturalism and Citizenship."

**Mr. Haggerty:** I don't have a copy of that document.

**Mr. Renwick:** I'm sorry, do you want mine?

**Mr. Chairman:** We can get you one, Mr. Haggerty. Mr. Renwick, continue.

**Mr. Renwick:** I had completed, unless you would like me to repeat myself.

**Mr. Chairman:** No, I would prefer not.

**Hon. Mr. Baetz:** I'd like to say first, categorically, neither through a Premier's directive nor through a cabinet decision or whatever has there been a radical change under multiculturalism and citizenship policy. There has not.

Frankly, I think it's regrettable that early in our debates when Mr. Grande was on this subject, he even suggested we were embarked on a policy of assimilation. I can assure you that nothing is further from the truth. We're not embarked on a policy of assimilation.

Government policy at present is addressing both the diversity and the commonality present in our society. To stress differences alone, we feel, is to create alienation and the perception that differences are an obstacle to achieving an equal place in society. This leads to assimilation of those for whom an equal place in society is a personal or group objective.

The government's policy addresses both diversity and commonality and sees it as a safeguard against assimilation. I simply cannot share the concern expressed that we appear to be or are going in a direction of greater assimilation.

As I say, there's been no change at all. I don't know in how many different ways one can say this. True, we have included in



the title of the new council the word "citizenship," but it is the citizenship aspect that refers to our commonality. It's the feeling of the ministry and the government that if you do not, while addressing yourself to multiculturalism and diversity, address yourself at the same time to commonality, which is citizenship, you can end up with a highly fragmented, ghettoized kind of society.

Also, we feel the whole concept of full citizenship is something that should concern every ministry in government, as a starter—every minister and every ministry. If we don't talk about the rights and privileges of citizenship for all and tend to concentrate too much on heritage and heritage retention, we are relegating the various ethnic communities to a second-class status.

What good does it do if you finance various ethnic communities to have cultural evenings, to dance their folk dances or even to help them retain their language and traditions and yet do virtually nothing about enabling them to take their full and equal place in society as citizens? I'm not using the word "citizen" in the technical sense where you have to have a certificate of citizenship, but in the broader, more generic sense.

It's diversity and commonality. I have great difficulty in accepting the idea that we have embarked on a policy of promoting assimilation. We have not.

I would hope the chairman of our multicultural and citizens' advisory council would be called upon to speak to this. I know he has expressed his views very clearly. I think he could make some contribution to the discussion.

**Mr. Renwick:** Let me try to put to you what I see has happened. I can't believe for a moment that a great deal of care wasn't given to the language in pages 20 to 25. The tone of the presentation of the minister changes when you hit the top of page 20. Those four or five pages have a ring to them of jurisdiction, of defence of the change you have made so that it would appear not to be a change of any kind.

4:20 p.m.

I find, for example—and I don't have to be a follower of Sigmund Freud to note Freudian slips—"the concern of my ministry's citizenship division," where the word "multiculturalism" disappears entirely from your very carefully structured rhetorical defence of your policy theme.

In the remarks which you, Mr. Minister, just made, what strikes me is that nobody can escape the commonality. That's the problem. None of us can escape the commonality. It's everywhere. It is all-pervasive. Yet you talk about striking a balance between the commonality which is everywhere and the cultural diversity which is, we thought, part of the new Ontario, but which doesn't have the weight or support to create any balance whatsoever.

Let me draw another analogy, not very profound but illustrative of the concern I'm expressing. I think it is fair to say the United States influences Canada in a very dominant way with respect to all its cultural life. We in Canada, in order to preserve something called "the Canadian position" have had to strike out and create counterbalancing forces in the country to provide an atmosphere within which the diversity of Canadian talent and culture can develop.

That's been a benchmark of our whole approach for cultural support at the federal level, the whole reason for the Canadian Broadcasting Corporation, the whole reason for the Canadian Radio-television and Telecommunications Commission.

You are telling me, disguised under these profound organizational and structural changes you've put through, there is no policy change; all you're doing is just correcting some balance. Mr. Minister, I say to you, there never was a balance. We were starting on a new road where we all thought there would be some hope the balance could be corrected and we could move to this new society based on a diversity of culture, for whatever the reasons and whatever reason you put forward.

You speak—and even your language seems to me to illustrate my point—you referred even to helping with their language and talked about their folk dances and their songs and their music—and I'm speaking about my ethnic community as well, which is somewhat of a mongrel, but I can perhaps relate to the Irish community somehow or other.

I'm talking about the kind of help required to provide a cultural diversity within this province against the overwhelming weight of the Anglo-Saxon tradition. That's what we are fearful about and that is the policy we think your government has adopted for whatever reasons.

I say again—and I don't need to go on at any great length—I think it's evident in all the statements made over the last year there

has been a profound shift from a policy of cultural diversity to a policy of cultural assimilation. I want you to know, Mr. Minister, that our party is totally and completely opposed to that shift in your policies.

**Hon. Mr. Baetz:** Mr. Chairman, perhaps I could reiterate some of the reasons that led to the change in the multicultural development branch, because when we think of some of these reasons it helps to illustrate what our policy really is.

The first reason the name of the branch was changed was because, as I said earlier, multicultural policy is government-wide. It's not a single program of a single branch in a single ministry. It is government-wide. Surely when we say that, it reflects the emphasis we are placing on multiculturalism. I buy totally the description or the definition of a multicultural society you have given here.

The change was made because the branch in my ministry addresses only one aspect of multicultural policy and that is the citizen aspect of intergroup relations, of leadership and organizational development, just as other parts of my ministry address other aspects. For example, the arts branch addresses arts aspects. Other ministries address aspects of multiculturalism relating to their mandate.

So calling the branch the multicultural development branch we think, in the past, ghettoized the policy. That is, it's made to appear as pertaining to only one branch, whereas it is government-wide policy. I don't know in what other words to illustrate this. I wish Mr. Shymko or Mr. McPhee, who have given a great deal of thought and time and have worked with me on this subject and on this philosophy, would have an opportunity to give us the benefit of some of their thoughts on this subject.

**Mr. Renwick.** Perhaps I could make one further comment, Mr. Chairman. I would like very much to hear Mr. Shymko and Mr. McPhee on this matter. Unfortunately, I have to attend in my riding shortly. But I want to make this comment.

I had assumed that you're not just one among many ministries in this area. I thought the creation of this ministry and the enunciation of the policy of multiculturalism in this society indicated that amongst the ministries you had a leadership role. We have seen what has happened to the diffusion of specific policy initiatives in the government when it has occurred through failure of leadership.

If I may move to the area of natural disasters, rather than the field of cultural disasters we're moving into, we have no prob-

lem in Ontario in a natural-disaster situation to say that various ministries have various responsibilities, but the Ministry of the Solicitor General has the lead responsibility to co-ordinate and to direct and to oversee the policies, and where there are disputes, to issue the fiat which govern the operation. We saw it in Mississauga. We've seen it on any number of occasions.

We have seen also situations in social programs, as distinct from natural-disaster programs, where the failure of lead ministries to provide leadership has meant the policy has never been given effect to.

I'm speaking about affirmative-action programs, for example, by way of illustration, with respect to the advancement of women in career positions within the various ministries of the government. I'm speaking again—only by way of example, because I wouldn't want to upset my friend that I may be straying into another area—of the kind of situation which would occur if leadership were provided by this ministry with respect to the composition of various agencies, boards and commissions of the government, to reflect, where appropriate, the cultural diversity of the society.

4:30 p.m.

I am not saying that you, Mr. Minister, should have some overriding power to order one of your colleagues, but leadership is not a matter of giving orders, it's a matter of creating the atmosphere and the expectancy and the anticipation which is necessary. I see that as a responsibility of your ministry. We believed that was going to happen. One of the reasons why we know deep down that there has been this significant policy change of the government is because of that immediate shying away from any responsibility for what happens in all of the other ministries.

My colleague, the member for Parkdale (Mr. Duksza), put a series of inquiries of the ministry last year on to the Order Paper—some of them were answered in December, some of them were answered in March of this year—with respect to the implementation by various ministries of the policy of the government as enunciated by the Premier (Mr. Davis) during the election campaign of 1977.

Each one of them, if you read them in extenso as they come back, shows that each one of them has gone about its own little business, its own little idea of it, so that when the inquiry came through from my colleague, instead of them having a framework within each of those ministries by which



they could respond, obviously somebody had been scattered out to prepare the answers.

Some of the ministries responded early in a nebulous kind of way with respect to their programs. One or two of the ministries had made some honest effort to deal with it. Others of the ministries had to say, "This is a matter that we will have to defer for two, three or four months until we pull it all together and get an acceptable public response."

So in saying that our expectation, the expectation of the New Democratic Party, in this area is a call upon the minister to fulfil what we saw to be his mandate, when this ministry was created not so long ago, to provide that kind of leadership, in place of that I think we have witnessed and are witnessing the abdication of the ministry from the field of enhancing the cultural diversity of this province.

**Hon. Mr. Baetz:** Mr. Chairman, what I find difficult about this is that I carry, and government does carry, many of the same basic convictions that you have about multiculturalism and you have just now made a pretty strong case, with which I can agree, for the establishment of our multiculturalism and citizenship council. That council, which reports to me and through me to cabinet and to the House, reflects that my ministry has the lead role, but by no means is it the only ministry, the only repository, of providing leadership in the multicultural field because the new council deals with all ministries, with all aspects of government.

As I say, I can share your convictions about what society should be like and I go right along with you in your argument. But I guess where we part company totally is that I am saying what we have done in the broadening of the council, in expanding this mandate, in increasing this budget, in strengthening its support services, all of these things, are tangible steps in doing what you feel should be done under the rubric of multiculturalism and citizenship, with which I agree.

I think maybe there is, and I hope there is, some misunderstanding about the role of the council or the fact that it does report to me. As I say, that reflects the leadership that I am supposed to be carrying within the cabinet on multiculturalism, but it does not confine it to my ministry because it deals with all aspects of not only government but of our society.

Perhaps if Mr. Shymko could, just very, very briefly even, comment on how he sees it, maybe we could help the honourable member.

**Mr. Renwick:** Yes, I would be quite happy to hear Mr. Shymko. I must say he raised considerable anxiety in my mind when he spoke at the Hotel Triumph, I guess it's three or four Saturdays ago, on the vexed question of the intergroup relationships related to the activities of the police. I certainly thought at that time that Mr. Shymko would be quite happy to address himself to that.

I thought there was the tendency to try to diffuse the very real tensions which exist among certain of the recent immigrant communities to the country and their relationships with the police.

I was particularly reinforced by the question I have had on my mind for some time, that it has all been a matter hinged around, in some way, the Solicitor General cum Attorney General cum head of the police force operation in the province on a matter where I would have expected that we, in our view of it, could have asked questions of the minister with respect to it. I would have expected the various cultural communities in Metropolitan Toronto could have felt there was one place where we could get a little support and that would be from the Minister of Culture and Recreation—that we don't have to play the game only in the court of the very people with whom we are having these difficult interracial arrangements because it's all in the same ball of wax.

Let me use one community just as an example, the difficulties which, say, the black community or the South Asian community, or portions of those communities, because they're not monolithic, have had with the police force.

The court they have to play in is the Metropolitan Toronto police, the Solicitor General, the Ministry of the Attorney General, and it's all within the same ball park. There is no way in which there can be any sense that they have anybody standing for them to try to sort out and to try to correct the very real problems which have occurred in Metropolitan Toronto and which have been diffused by whom? By the Solicitor General. He has diffused it how? By not dealing with the problem face on but by parcelling out every little part of it so that somehow or other there won't be any real threat or any real focus to answer the fundamental problems that were addressed by Cardinal Carter and by Walter Pitman.

Mr. Shymko, at the Hotel Triumph meeting, became part of that ball game that was being played. He didn't have anything to do with the real concerns of the real people

who were involved in the tension problems with the law enforcement authorities and the attitudes which had to be changed.

**Mr. Haggerty:** He was more interested in getting elected as a federal Tory, maybe.

**Mr. Renwick:** Well, I'll leave that. Isn't that, after all, up to the people of the province? If the people of the province have tolerated the continuous appointment of worthy citizens from the Conservative ranks, it's very difficult for anyone to aspire to an appointment in the province without being a Conservative, but I think that really is something of a red herring. We don't have a senate here and probably that's just as wise.  
4:40 p.m.

**Hon. Mr. Baetz:** When we think of our own futures I would hope that we don't feel that if we ever leave the political arena we disqualify ourselves from every other possible avenue of public service.

**Mr. Renwick:** Probably as a New Democrat in opposition in Ontario, I have.

**Hon. Mr. Baetz:** I am sure Mr. Shymko can speak for himself on the conceptual observations you have made, but I certainly have never felt that this council would stay away from these matters.

It seems to me the Solicitor General and the Attorney General and the Ontario Human Rights Commission become active when dealing with social pathology, when there are real problems. But surely, that does not mean a multicultural council and a multicultural program like ours should not work with all of the groups, even long before there are any problems and, in some distant day, it would be hoped, to avoid all of these breakdowns.

However, I am not so sure that is the role of this council in every instance whenever there is an unfortunate outbreak or problem, whether multicultural, or based on racial discrimination or racial differences, that it should see itself running in and putting out the fire. I think our program is very heavily, although not exclusively, directed to prevention rather than to dealing with the pathology when it occurs.

But again, I think I would like to suggest, Mr. Chairman, that Mr. Shymko should, especially since Mr. Renwick has had some deep concerns about his philosophy, at this point in time elaborate on his views.

**Mr. Renwick:** I would be quite happy to do that, but I just want to say that you and I, Mr. Minister, will be in fundamental disagreement over this question for a long,

long time. It is not a question of dousing fires, it is a question of a change of profoundly ingrained attitudes within the traditional Anglo-Saxon community, to use the colloquial term. It is those attitudes which have to change.

Those who wish to see them change, because we thought the government was headed toward a society of cultural diversity, had thought there would be and would have supported a constant and continual educational leadership role for the government in changing those attitudes. We think that there has been within the ministry, in this reorganization and restructure of it, a retrograde step, and I guess we are going to have to agree to disagree on that fundamental part.

**Hon. Mr. Baetz:** I don't agree with your concluding observation, but I certainly agree that we have to deal with the society. I don't have to repeat all the words you used. That was how I described a preventive kind of program, that we work away in developing a society that prevents these ugly incidents from occurring.

That is our priority. It does not mean that we close our eyes when there are real difficulties, but surely the emphasis of our program should be in creating this kind of society that you are talking about.

**Mr. Chairman:** Mr. Shymko, would you like to respond?

**Mr. Shymko:** Yes. First of all, I would like to thank the committee for giving me the opportunity to address you and to perhaps explain and try to leave with you some understanding of the views I think I would be expressing on behalf of the council, being confident that they are being shared by the council.

It is a double pleasure for me to appear today because, on the very same day as the first committee meeting, I received an invitation from Mr. Grande who, as a matter of fact, initiated the comments. Thank you for referring to the council in your opening remarks.

I would like to quote from that invitation because it is symbolic of the sensitivity of this government to multiculturalism, and symbolic also of the initiatives and leadership—and I am saying this without hesitation—provided by elected members of Parliament such as Mr. Grande.

He said in that invitation which came to me officially, "Dalla mia elezione . . . ho tenuto fede alla mia convinzione che un



ufficale eletto non puo' rappresentare gli elettori in maniera adeguata se non ne conosce le opinioni."

This is an official invitation from the report of my representative at Queen's Park, since I am a constituent of Oakwood. So we have the opportunity of expressing our views, and certainly it is a pleasure to exchange these views with the elected member of the Legislature for Oakwood, of which I am a resident.

Basically what has been said is my view that an elected official cannot properly represent a people if he or she does not know or understand their views. This is what we are discussing today, understanding the concept of multiculturalism.

I am not, as chairman of this advisory council, an apologist for the policies, services and programs of the government of Ontario, but perhaps in a way similar to the members of the opposition, who are advising the government on policies by analysing and by reviewing current policies, by promoting changes, perhaps, where vacuums have to be filled. The mandate of this council is to look not only to this ministry, but to other ministries, to look at policies, at the delivery of programs, to criticize where criticism is due and not to be apologetic.

Despite the cynicism that may exist because of my former experience or whatever I may have done in the past, my conscience certainly is not bothering me. I hope that I, as an individual and as a citizen, have acquired some learning experience from which I and others can share in mutual profit.

The basic misunderstanding of multiculturalism, and I think the statement has been made that this province is out there to eliminate multiculturalism, what better reflects multiculturalism than something like this in a bilingual publication? Federal members of Parliament—and correct me if I am wrong—cannot send a report to their constituents in other than the two official languages. I am not aware of any other province that allows politicians to communicate with their constituents in a third language in an official report.

I think this symbolizes great progress, which we perhaps would not have expected 20 years ago in Ontario.

My child is going to a school in my constituency where Italian is being taught every day as part of the regular curriculum. In countries such as France and Germany, with substantial populations of Italian origin, you cannot even find the teaching of that language in the regular daily curriculum of the

schools. This is something, again, which we would not have expected 20 years ago, and we have moved in that direction. There is no question that there is a great deal of improvement.

The reason there is a perception that multiculturalism is being eliminated is because multiculturalism is not understood. I am sure many of you are familiar with the article in the current issue of Maclean's by Larry Zolf, who says: "Multiculturalism has made us all second-class citizens. The ostensible purpose of multiculturalism was to save the ethnics and their cultures from extinguishing themselves. And yet today multiculturalism was a bastard child of political patronage, born in the Neanderthal ooze and slime of ethnicking, encouraging double loyalties, ghetto political machines and so on."

When a journalist and a broadcaster of the prominence of Mr. Zolf says what he says, I think it is frightening that this perception exists. And it exists for justifiable reasons because multiculturalism for some reason has gone off track.

4:50 p.m.

We had all hoped, in the initial announcement, that we would create a comprehensive cultural policy for Canada. What apparently has happened is that a dual policy was created; one for the majorities, and one for the minorities. The word "multiculturalism" in people's minds immediately ticks off the reaction that you are talking about ethnics or the nonofficial-language minorities of this country. Entire structures of government are now seeing this duality reflected by the Canada Council, on one hand, and the Canadian Folk Arts Council as another structure; one delivering universal programs of culture to all citizens and another exclusively isolating a delivery to a portion or a segment of Canada's citizens.

Very often this is reflected in provincial structures. The Ontario Arts Council, the Ontario Folk Arts Council—are they confreres of the Canadian Human Rights Foundation at the University of York? Those who study human rights have pointed out that in Canada we have the greatest pronouncement on multiculturalism and cultural equality and diversity, but in practice it is only the private sector that is protecting that development, ironically, because of this duality. And this is, I think, the essential reason for the misunderstanding that exists. It has ghettoized, for some reason over the past nine or 10 years, one segment of Canada's population into a second-class situation.

That is not the multiculturalism I think these cultural minorities expected to see and the function of this advisory council is to make sure that duality is eliminated.

Citizenship, in my understanding, provides that equality of opportunity guaranteed by law in the political, economic and social areas of our human endeavours. We would hope that guarantee of opportunity will be given in the cultural area as well. There is no duality, apparently, in the equality that is guaranteed in other areas, but in culture that is apparently what has happened.

My understanding—and this is where the misconception perhaps has happened between the views of Mr. Grande and the views of others—from the speech made on May 16 by the Premier of this province was that here we had an all-encompassing cultural policy which was to recognize the cultural diversity or multicultural nature of Ontario in the pluralistic society, eliminating once and for all the perception that multiculturalism is a separate policy for nonofficial-language minority groups as a special class of citizens, or as in Larry Zolf's understanding, second-class citizens.

In my understanding, in that speech the Premier pointed out that such division of minorities, and I quote what he said, "is objectionable, discriminatory and oppressive." To say today that it is for the sector of MTV, the private sector, to protect or to give access to broadcasting to cultural minorities, or to Mr. Lombardi and CHIN, my understanding is that it is perhaps TV-Ontario that should expand its programming to reflect the cultural composition of this province.

It is perhaps for the Ontario Arts Council to review some of the structural criteria of funding, not to say it is the Ontario Folk Arts Council which will be funded by a subsection of the Ontario council—on which, by the way, we have a representative of that Ontario Folk Arts Council determining where the money is going.

That is what we mean about accessibility; that understanding of a cultural policy for this country and this province. It is hoped that the advice of this council and of other councils, and the perception of this council will change. It is not a council dealing with ethnics, but is a council that is representative of all of the citizens of this province and it is to be hoped that other advisory councils will reflect that composition.

It is hoped that this ministry and other ministries will begin to see a delivery system of programs that is equally accessible to all

without stratified division between official-language minorities and nonofficial-language minorities. Because, whether you are in a minority or majority, culture cannot be divided into the areas of superior or inferior nature; of the professional or non-professional human creativity; of the fine art and the folk art.

In all of these elements of cultural activities, minorities have been perceived, basically, as the folkish, almost second-class type of cultural expression—which does not warrant the professionalism, perhaps, of someone urinating on the stage—because someone is professional and someone is not.

There is an entire area of review for this council and as it is now composed of 60 people, I think the government has allowed the opportunity of many cultural groups to indirectly have an input on this review, on this reassessment perhaps, and on advice to be given not only to this ministry but to other ministries.

Certainly, my understanding of the citizenship aspect is that it is within the mandate of multiculturalism. We are to advise the government on matters pertaining to multiculturalism within the context of full, equal and responsible citizenship, which is within that framework.

If I had expressed the opinion that the council should be called the Ontario Citizenship Council, it would not be to eliminate cultural diversity or pluralism or multiculturalism as it should have been initiated and delivered, but to point out that the element which unites us all as individuals, as groups in this province and in this country, is that citizenship.

This is my understanding and I hope by clarifying these views I will convey that there is something wrong with the present delivery system of a multicultural policy which is basically excellent and a model and example to other countries.

I would like to point out that Australia has now initiated the creation of an independent multiculturalism broadcasting corporation. In many ways they have looked at our system in Canada, our policies, and have gone with certain initiatives that perhaps could be an example for this province to follow and this country to look at. So it is a learning experience that is shared by other countries internationally.

We can provide this leadership; we can provide it in this province; we can certainly provide it in this country as a model of the type of cultural diversity that should be equally reflected, not only in one ministry



but in all the ministries and all the delivery programs of this government.

**Mr. Renwick:** Mr. Chairman, if I caught the chairman of the council correctly, I guess we will have to amend the Ministry of Culture and Recreation Act, because it states that "it is the function of the ministry to advance and encourage responsible citizenship through the process of cultural development," not the converse of that.

Semantics are very important when you're talking about fundamental matters. I am very concerned about some of your comments and I'll read them with some concern when they are in print. No doubt we can come back in the next while to some of these fundamental things.

Some of the things you are saying disturb me; about others, I sense a note of encouragement. But there is an immense confusion which comes through to me as to what you are in fact saying about the issue I raised.

As I take it—and I may be doing Mr. Zolf a disservice but if I have, I will no doubt have an opportunity to discuss it with him, because I happen to know him reasonably well—but what appears to come through to me is the statement that the processes of Canada with respect to assimilation have created second-class citizens. And the reverse is true; the maintenance in a society of cultural diversity is a recognition of the duality and an agreement to accept the duality, not a process by which you eliminate—in something called "the commonality of full citizenship"—the duality.

5 p.m.

That, I guess, is where I part company on the question of my conception of a culturally diverse society in Ontario and a society which has a policy of assimilation as though we are in some stage towards that.

I would recommend—and, indeed, I will send it to you—the juxtaposed position which I hold and which, I think, is shared by my colleagues in the New Democratic Party. That is the statement I quoted in the House a while back, from Mr. Ray Wolfe's comments; I happen to have it here.

You've referred to Mr. Zolf's article. Indeed, it's by coincidence that I was saying to my colleagues in caucus this morning that I would circulate to all of the members Mr. Zolf's article in Maclean's magazine. I would circulate with it the statement of Mr. Ray Wolfe at the time when he accepted an honorary degree from one of the Israeli universities for the contribution he has made to relationships between the two countries. Mr.

Ray Wolfe is the chairman and chief executive officer of the Oshawa Group Limited.

I said in the House and, if I may, Mr. Chairman, because it's so pertinent to what we are talking about, I'm going to take the liberty of repeating what I said. Fortunately, it was in the last session so I can't be held to be out of order.

"I am indebted to Mr. Ray Wolfe in another aspect of my concerns for what this sense of multiculturalism means in Canada today. I think all of us probably received the copy of the remarks which Mr. Ray Wolfe made when he was given an honorary degree by one of the universities in Israel.

"When he was speaking in acceptance of the honour conferred upon him, he spoke in almost universal terms about the problem of all of us in coming to a new country, whether we came three, four, five or six generations ago, or whether we came as recent immigrants. It seems to me to speak to everybody in Ontario, if they would think about it. It seems to me to speak to what I believe to express the essential nature of a multicultural society and what it means in a democracy such as ours.

"Being indebted to Mr. Wolfe, I'm going to quote with very few changes comments which he made at that time." And these are Mr. Wolfe's words:

"I should like to contribute this simple account of how one person deals with the dichotomy of loyalties which arise between the country to which he belongs and that other country which he feels belongs to him.

"My father came to Canada from a land where, as in so many parts of the world, existence was marked by persecution, bitterness and poverty. In Canada my father found a haven which proclaimed itself a democracy and it was this attribute which I was raised to cherish above all others. As the years passed it was in the light of that word "democracy" that I discovered the freedom to define myself, both as a Canadian and a Jew.

"When, as sometimes happens, I am challenged to state the order of my loyalties and to justify the privilege of linking them with a hyphen, I say that what distinguishes democracy is the right it confers on people, the priceless right, to be different, to hold opinions not identical to those of their neighbours, and to believe without the compulsion to conform. One who calls himself a Canadian Jew is not hyphenating his allegiance but defining himself, proclaiming his own freedom.

"It was in pursuit of this freedom that my father crossed a continent and an ocean

and came to a strange new country so that I might have a future without having to forget my past, so that I might be myself instead of pretending to be other than I am.

"Is it not, after all, on the ability of society to accommodate and accept our differences that democracy is founded? It is not the function of democracy to obliterate historical or cultural plurality. It is the goal of democracy to allow each to contribute to the common society. In short, no Canadian principle requires me to develop an historical amnesia. No Canadian ethic compels me to become alien to myself, to commit spiritual suicide, to cut myself off from those who gave me the innermost sense of my own being."

"It needs no comment from me further"—and I go on—"because of its universal application, other than to say that if one substitutes for a particular person instead of the word 'Jew,' the word 'Irish,' the word 'French,' the word 'Sikh,' the word 'Greek,' the word 'Italian'—whatever one happens to use as the particular hyphenated conjunction with the word 'Canadian' to designate the place from where either the person or his family originally came to this country—then it seems to me, in Mr. Wolfe's words, that we have a universal statement of what I think a multicultural society is and must be."

Perhaps this would be a good point to leave that. Perhaps Mr. Shymko and I could pursue the topic privately on other occasions because of the questions that have been raised by the statements he has made, and no doubt, the questions in his mind I have raised by statements which I have made about it.

**Mr. Acting Chairman:** Thank you both. I'm just checking the time and perhaps I might remind the committee that if we go until six o'clock there will be somewhat less than three hours left for seven votes altogether. We're still on the main office, item 1. Is there anything else under main office or could we go to item 2, financial services?

**Mr. Martel:** Is that policy?

**Mr. Acting Chairman:** In the ministry administration program everything is policy when you get right down to it. I used to think for the last 15 years if we had left vote 1 until the end you'd have had everything all covered by going through item by item. I still think it's worth consideration.

**Mr. Martel:** One fears that you'll never get to the proper vote. Then you call it all policy.

**Mr. Acting Chairman:** Policy is made up of details. It has to do with the administration in item 1.

**Mr. Martel:** It does.

**Mr. Acting Chairman:** Is it covered in one of the votes?

**Mr. Martel:** It's covered in one of the other votes, I suspect.

**Mr. Acting Chairman:** Perhaps we should leave it until then. Otherwise we'll never get finished. Everything could be classed as main office.

**Mr. Haggerty:** I was perhaps going to get back—what vote are you on? How about vote 3001, item 7, if nobody wants it?

**Mr. Acting Chairman:** Is there anything on item 2, financial services? Item 3, supply and office services? Item 4, personnel services? Item 5, information services? Is that the one you showed some interest in or was it item 6, Mr. Haggerty?

**Mr. Haggerty:** Seven.

**Mr. Acting Chairman:** Anything on item 6, legal services?

Items 1 to 6, inclusive, agreed to.

On item 7, audit services.

**Mr. Haggerty:** I'm going to go back to what I tried to speak on before, library services. Vote 3001, item 1 is transfer payments. I was concerned about a problem that arose recently in the regional municipality of Niagara as it relates to the regional library services there. They had a rather huge deficit.

**Mr. Acting Chairman:** Would you explain what that has to do with audit services?

**Mr. Haggerty:** This is the point I'm coming to. They ran into a deficit of, I don't know, it could be from \$400,000 to \$600,000—it's \$800,000, so my colleague from St. Catharines tells me. He's closer to it than I am.

The question that arises when we look at the audit services is how far does your ministry go outside this complex within the confines of Queen's Park to audit some of the regional library services? I feel that perhaps when a regional library can run into a deficit of \$800,000, surely there should have been some auditing done a lot sooner rather than allow them to go into a huge deficit like this. I think they were well aware that a deficit was occurring for two or three years yet they were allowed to continue in deficit spending.

5:10 p.m.

Now we find that because of the deficit that exists, other libraries which depend upon



certain services within the regional municipality of Niagara would suffer, now that certain services are not provided. This will perhaps add to municipal library services an additional \$6,000 in order to continue with some of the services. I feel that somewhere along the line here the ministry should have been more deeply involved with that library. They should not have been able to continue with that deficit without sufficient audit services being provided.

**Hon. Mr. Baetz:** Could I perhaps initiate the response? In a moment I'll ask my deputy to provide some more of the detail.

I would like to remind the member that under the Library Act the boards that are set up to manage the library services do have the responsibility for seeing that the program is run in an orderly manner and that deficits and any other untoward thing should not occur. That is a responsibility given to the regional boards.

The regional boards are appointed by representatives from the local libraries. They are given the authority to appoint a director, to appoint the staff and to control the affairs of the service.

In the 14 regional boards, this system has worked very well. Boards do take the responsibility and take it very seriously. They employ staff; in the case of Niagara I think something like 26 or 28 staff had been appointed. It's a rather substantial operation.

The end problem, which as you have noticed, has resulted in a deficit somewhere between \$670,000 and \$700,00—quite frankly, an incredible deficit. I agreed with Mr. Bradley when he raised the issue in the House. I wouldn't deny that when you think they have an annual operating budget of something like only \$380,000, to allow a deficit of twice that annual operating budget to pile up indicates there was something really very wrong.

The thing is that when the board in Niagara recognized almost three years ago that they were beginning to develop recurring deficits, they did call in a consultant and did have recommendations made. Quite frankly, it was perhaps a case of too little too late. They didn't realize the seriousness of their situation until four or five months ago.

Some of it is also due to gross mismanagement, incredible mismanagement. Some of it is also due to the fact that the director of the operation deliberately withheld information from the board. He misled the board. Nobody has yet suggested—and I don't think they will—that there was fraud involved. Certainly there was not only mismanagement but an un-

ethical withholding of information from the board.

Had the board really been privy to all of the information from the beginning, I'm sure they would have been in touch with us much sooner, but when a local board doesn't know the gravity of its situation, it's very difficult for us in the ministry to be aware of it.

The Niagara experience is one reason I have discussed the matter with the Ontario Provincial Library Council and have asked my staff to take another look at the way in which we audit the regional library system board's expenses. It was, I think, an aberration, but nevertheless, an aberration that we do not wish to have recur.

My deputy will be able to give you more details of when and how we carried on our audit system.

**Mr. Haggerty:** I would like to continue with a further question. It seems your ministry was aware two or three years ago that they were running into financial difficulty. Was there ever an internal audit done by your ministry?

For example, when the Ministry of Transportation and Communications provide grants to municipalities, they have auditors doing a post audit every four months to see that the money is being spent according to its allocation.

I think I can hold your ministry responsible for this huge deficit. I think you were aware of it and that you should have been on your toes and corrected the problem. Now the various library services in the community are going to have to suffer because there are no grants coming from the regional library service this year for funding of van services, teletype stations, interlibrary loans, reference contacts and other services between libraries which were done through the regional library service.

As an example, it will cost the Fort Erie library an additional \$6,000, and there is no way that they can get it. As I mentioned previously, the grants from 1974 to 1976 and 1977 have been reduced considerably. The grants you are providing to libraries in Ontario vary anywhere from 11.65 per cent to almost 25 per cent. There is quite a difference in the grant formula you use and I don't know what that is.

All I am suggesting is your ministry should have gone in there right at the start and said, "Let's get this problem corrected." You said the director was withholding information. If your ministry had done the auditing it should have done I don't think the deficit

would have been able to get into the \$700,000 figure.

**Hon. Mr. Baetz:** I have inquired about the kind of contacts we had with the Niagara board, and I have been told that we functioned according to the Public Libraries Act. As I said earlier, I am prepared to take another look at the act. If this situation occurred in Niagara, I can only assume it could occur elsewhere, unless we change our procedure.

I will ask the deputy minister to provide some of the details of the kind of audit we make and did make in this case. Certainly the most unfortunate aspect of this Niagara disaster was the deliberate withholding of information and the deliberate misleading of the board by the then director, who has long since gone.

**Dr. Wright:** I can add a little bit, although I would mention that Mr. Bill Roedde, the director of the libraries branch for some years, could provide much further detail. He is not here at the moment. He was anticipating being questioned during the course of the vote for the transfer payments to libraries, rather than under the audit section for the ministry administration. However, I do have a little additional detail.

My understanding is that the regional library service undertook considerable expansion in 1977, but at the end of the fiscal year the deficit situation did not appear to be particularly serious. There must have been some expectation on the part of the board that they were living within their means. I don't believe that an audit would have demonstrated the problem, because an audit is usually not intended to review that degree of management operation.

5:20 p.m.

It was only well into 1978 that it became evident there were problems that were perhaps going to be beyond their control. I think with the ministry's knowledge and consent the board of the library commissioned Thorne Riddell Associates Limited, a management consulting firm, to review and advise on their management procedures.

I think it is fair to argue that was a more appropriate step than simply to conduct an audit as a way to determine if there was wrongdoing or misappropriation of money. The management consultants were intended to give them advice as to how to change their management procedures and so forth, in order to correct the situation which they had then identified.

The report that was subsequently prepared identified some of the problems and, particularly, made a number of recommendations for improved management and financial control, increases in fees charged, reducing staff, hiring a financial officer and so forth, all of which were implemented by the board.

However, and this was not evident until late in 1979, it became clear to the board that these measures were not going to be sufficient to turn the situation around. It was only by September 1979 that the situation, which we now acknowledge, had become evident to the board and to the ministry. It had been thought up until that time that the situation could indeed be turned around and corrected.

**Mr. Bradley:** Mr. Minister, this deficit—it is \$800,000 now and rising; those earlier figures are out of date—still seems scandalous to us. I sat on the St. Catharines public library board, and I think in 1974 and 1975 we were telling the regional library system that they were going to run into problems because of the way they administered things.

I would be surprised if some officials within our municipality didn't speak to certain officials within the Ministry of Culture and Recreation—or whoever was running the library system then; it may have been under a different ministry—and warn them about some of the methods that were being used to administer the library system.

I must on a note of sadness mention that the director who resigned his position passed away last week, and I guess I become a little concerned when I have to deal with a matter of this kind. I do think the onus to a large extent is on the ministry, since you provide essentially all the funds except for the revenue they generate through their services. I am surprised that you wouldn't be watching more carefully.

These boards were really accountable to no one, that's the problem. I know you can say they are accountable back to the libraries who appoint members. That used to be the last thing you wanted to do when you sat on a public library board. You used to figure out who didn't want to go to the regional library system, whom do we hate most on the board? Then we sent that person down to argue with those people.

The concern we want to get on the record and possibly relate to the audit is, I know you want to pay off whatever the debt is. I agree with the system's paying it off and your providing the funds to pay it off. In my view the ministry did not audit the regional library system carefully enough, so



I think they have an obligation to pay it off. And it's an awful debt.

Secondly, you are now depriving the people of the Niagara Peninsula and Haldimand-Norfolk of these services, which include the courier, interlibrary loan, the reference and communications network services, that can't be provided because the funds which should be coming forward to provide them are going to pay off a bad debt.

I agree to paying off the bad debt, but I am saying now I would like you to accept a certain degree of responsibility, and in your magnanimous position provide those funds to carry on these services. Give that responsibility to the largest library in that area.

It's not as though I am pleading for something for the St. Catharines library. It's not as though it's an asset, because in a way it's a nuisance for them to do it. But it seems logical to me that you give the largest library in the area the right to carry out these services and get rid of this regional library system. It reminds me of regional government very much—

**Mr. Haggerty:** Too expensive.

**Mr. Bradley:** Too expensive, and there's another layer of bureaucracy.

If you did that, I'm sure now, having seen that what St. Catharines has been saying for the last five years is right, these other municipalities, such as the ones represented by my colleague to the left, would now recognize the wisdom of having the large library carry out these services with provincial funding. Because if you don't have the provincial funding, there's no way that they can carry on with that.

We know how stingy your ministry has to be in these days of restraint, because you have to compete with other ministries to get funds. We realize that your per-capita grants don't increase except, naturally, if the population increases.

On this basis, we would like you to find some additional funds, pay off that debt and get rid of the regional library system. That's one less headache for Mr. Roedde to look after. It's a simplistic solution, as the Attorney General (Mr. McMurtry) would say.

**Hon. Mr. Baetz:** Overly simplistic.

I have been very interested in what the actual debt is and I've been keeping a fairly close eye on it. I, too, have heard rumours that it was continuing to mount by virtue of finding other unpaid invoices that had been hidden. But I was reassured only this morning that they anticipate the final size of the debt will be between \$670,000 and \$700,000.

You could be concerned that even at this stage we don't know exactly what the debt is, but at least the one source of encouragement here is that it is not, as Mr. Bradley has suggested, moving towards \$800,000.

**Mr. Bradley:** From very reliable sources, I hear that is now the case.

**Hon. Mr. Baetz:** I hope my source is more reliable than yours. It's the chairman of the board, and I don't know if there's a more reliable source than that.

But the fact is there is a substantial debt. I have already indicated both to my staff and to the library council that they take another look at the current procedures for auditing and those that should be set up in future.

On the matter of the St. Catharines library assuming some of these services, especially the library interloan and courier services, I think if the St. Catharines library were to assume that responsibility, it would cost them something like \$80,000 for the year.

**Mr. Haggerty:** That's correct.

**Hon. Mr. Baetz:** Quite frankly, the regional library board, under its chairman, has urged us to subscribe to his idea that, first, they have to pay off the debt. Certainly, they would like us to pay them their \$387,900 for the year, even though they are providing no service. They are down, as you know, to one half staff person. They are very serious about paying off that debt, so they got rid of all the staff. This is perhaps a good lesson in discipline for every chairman of every board of all the agencies in the ministry.

**Mr. Hermant:** I can't hear from here.

**Hon. Mr. Baetz:** That's the chairman of the Royal Ontario Museum.

Frankly, under the legislation it is going to be very difficult for us to find another \$80,000 when we are, in a de facto way, giving \$387,900 for no service at all this year.

**Mr. Bradley:** Is there any possibility that great fund where we all win could perhaps help?

**Hon. Mr. Baetz:** We're looking at it with a positive mind, anyway.

**Mr. Grande:** I hear only the Minister of Culture and Recreation wins.

**Hon. Mr. Baetz:** Not at all.

How effective these regional library system boards are is something I have also been discussing with the Ontario Library Council. I have asked them to make some suggestions as to how they might be strengthened and how the regional system should be set up in the future.

5:30 p.m.

There's no doubt that there are some boards, particularly some local boards, which would subscribe to the view, expressed by you, that the most effective way to provide this regional system, which everybody recognizes is very important, is to have one of the larger libraries in the district simply administer that program with extra financing from my ministry.

I must say, however, there are other regions in which this is not the case because one library large enough to take on this program simply does not exist so maybe we're going to have to go with a mixed bag in future. But we are certainly looking at this.

**Mr. Bradley:** I'm very pleased that the minister has given his commitment that he is giving serious consideration to having Wintario funds applied to—

**Hon. Mr. Baetz:** Mr. O'Neil was reading all kinds of optimism into that statement.

**Mr. O'Neil:** I just wondered if it shifted from your mind down to your heart a little bit.

**Hon. Mr. Baetz:** No, to the pocketbook, the Treasury; that's where it has to go.

**Mr. Bradley:** Did the auditor have anything to do with the bank loan that took place? I understood that the regional library system has no right to get a bank loan.

**Hon. Mr. Baetz:** It has no authority.

**Mr. Bradley:** Then how did they get a bank loan?

**Hon. Mr. Baetz:** It was unknown to us, and unknown for a time to the board.

**Mr. Haggerty:** Was the bank loan somewhere in the vicinity of \$400,000?

**Hon. Mr. Baetz:** I don't know, Mr. Chairman.

**Mr. Bradley:** I understand they've been borrowing money for some years. I just wondered how they ever got authorization to borrow money. What do they put up? Do they put their vans up?

**Mr. Haggerty:** They have no collateral.

**Mr. Bradley:** That's what I am asking.

**Hon. Mr. Baetz:** Maybe they had a friend at the bank, or maybe the director had a friend at the bank. I don't know. But we were certainly not aware that they had that borrowed money. Had we known, we would have pointed out to them that it was illegal.

**Mr. Haggerty:** This goes back to my question again when we talk about auditing. Surely the minister had sufficient staff and funds available—\$255,000—to include auditing. I imagine this would include some other libraries. The letter I have here from the Fort Erie library reads:

"With a debt of over \$600,000, the Niagara regional library system has terminated all operations as of February 29, 1980, and has ceased to fund essential library services to member libraries for a period of at least three years. Through no fault of this board and despite the attempts of this board to avert the disaster, the citizens of Fort Erie must suffer the consequences of mismanagement of the Niagara regional library system and the fact that a loan was made available without legal sanction.

"The situation is deplorable. On one hand, we are advised that the regional library system is not allowed to be in debt and not allowed to declare bankruptcy. Thus, any grants provided must be used to pay off this illegal debt. On the other hand, the debt does exist, and it does seriously affect the library service we can offer to our community. The citizens of the Niagara region are thus forced to suffer the consequences of a situation not of their making and beyond their control."

This letter from the library board, from which I have read two paragraphs, was dated March 7, 1980. It does indicate there was mismanagement there that I'm sure that the ministry was aware of. I suggest to you that you should have been in there right from the beginning.

I understand they went out and hired an accountant to do an internal audit themselves, but it got to the stage where he just walked off, some time in September I believe it was, according to members of the library staff. They said apparently he just washed his hands of the matter and walked out and got another job someplace else, the situation was so bad.

I think the ministry should be responsible for allowing a library board to go that far into debt without any legal authority to get into that predicament. Now, the other libraries that are part of the regional system have to suffer.

The only thing I am trying to get through to the minister is that I think you are responsible for this particular area, to allow a board to get into such financial difficulties, and I do not think the other library services or library boards should suffer because of



the lack of services provided through regional services.

Surely, as my colleague from St. Catharines has indicated, there must be some additional funding given to provide those services that were provided on the regional level. Then perhaps if the regional library services cannot run a proper business, they should not even be in business. You must draw the line some place.

**Hon. Mr. Baetz:** We operated under the present act. It has worked in every instance over the years. Obviously, this is an indication that the act could be improved, that better auditing services should be provided. As I said earlier, I have taken steps to make sure that will take place in the future. I must say in this particular case the horse is out of the barn. Now we have closed the door, but this horse is gone.

What happened is incredible, because the chairman of the board tells me that after the director left they found in his desk hundreds of invoices the board had authorized to be paid—

**Mr. Haggerty:** Never were paid.

**Hon. Mr. Baetz:** —and were never paid.

**Mr. Haggerty:** That's right.

**Hon. Mr. Baetz:** Now he reported to the board they were paid, so the board had no idea in what deep water they were.

**Mr. Haggerty:** But come back to my original question. Has your ministry made a financial audit of that library system? I mean, if there is mismanagement where did the \$700,000 or \$600,000 go? No bills were paid. Where did it go?

**Hon. Mr. Baetz:** We are in there and we will be making sure it does not happen in other places.

**Mr. Grande:** Over the next three years it will be solved, in other words, you say.

**Mr. Haggerty:** But for three years the other libraries have to suffer till this debt is paid off, and I don't think it is right.

**Hon. Mr. Baetz:** They will not have to suffer for three years, because if they have a debt of between \$670,000 and \$700,000, we'll be giving them \$387,000 a year. They will have all their debts paid off in less than two years—

**Mr. Haggerty:** That is the third year that they—

**Hon. Mr. Baetz:** In the meantime, we will look at the possibility of resuming at least a minimum service, particularly as it relates to interlibrary loans and the courier service. I think if you check with the local libraries

in the region, those are the two services that are missing.

Part of the problem of course was that this board, and its director particularly, was setting up services for all the libraries in the region, and the local libraries were saying, "We can do very well without these services, but if somebody is paying for it, if you have the money, fine." But there are these two services that have been discontinued and they will cost about \$80,000 a year. We will see what we can do to restore at least something of that.

**Mr. Bradley:** As a finale, Mr. Minister, if I were to contact the relevant authorities—I know you have had contact and so on—would you be prepared to meet with the representatives of the regional library system and the local libraries to discuss this issue further and try to resolve it ultimately?

**Hon. Mr. Baetz:** You mean in the Niagara region?

**Mr. Bradley:** Yes.

**Hon. Mr. Baetz:** I have met with Mr. Bird, who is the chairman of the board, and some of his—

**Mr. Bradley:** The point I make is that I think further discussion could take place, plus I would like representatives of the local libraries there, not just the regional library system. It is like talking to the regional government. I would like the local government people there, the real people as I call them.

**Hon. Mr. Baetz:** As the libraries in the province know, my office is open at any time and I will be glad to—

**Mr. Bradley:** I will arrange such a meeting. I will take that as an invitation to arrange such a meeting at your convenience.

**Hon. Mr. Baetz:** Fine. Yes.

**Mr. Acting Chairman:** Does item 7 carry?

**Mr. Grande:** Wait a minute.

**Hon. Mr. Baetz:** I wondered about Mr. Grande.

**Mr. Grande:** Don't go too fast. I know we do not have time, however, let us not—I have the assurance Mr. Chairman, private assurance, that under this particular vote another audit will have to come forward. In my comments, my leadoff comments, I talked about the Royal Hamilton College of Music. I understand tomorrow we will be able to deal with that.

If I have these assurances that we will be able to talk about it tomorrow, fine. If not, I will have to raise it at this time.

5:40 p.m.

**Hon. Mr. Baetz:** This is not on this vote, Mr. Chairman. This is on—

**Mr. Acting Chairman:** I think it will be—

**Mr. Grande:** We are talking about internal audit unit and that is exactly what I am referring to, an internal audit which the ministry has made on this particular point.

**Hon. Mr. Baetz:** Mr. Chairman, as I indicated to Mr. Grande at the beginning of the meeting, we are prepared to discuss this other audit during the course of the meetings here with, of course, the estimates.

**Mr. Acting Chairman:** That is the next vote.

**Mr. Grande:** Tomorrow.

**Hon. Mr. Baetz:** Yes, we have been doing further—

**Mr. Acting Chairman:** Is this item 2?

**Hon. Mr. Baetz:** Tomorrow afternoon?

**Mr. Grande:** Some time then tomorrow we will deal with it—before these estimates will be up obviously.

**Hon. Mr. Baetz:** Great. Okay.

**Mr. Grande:** Then at that particular point, if I have that assurance, I will leave the matter with you.

**Mr. Acting Chairman:** Does item 7 then carry?

Items 7 to 9, inclusive, agreed to.

**Mr. Acting Chairman:** Does vote 3001 carry?

**Mr. Grande:** No.

**Mr. Acting Chairman:** No? What's the matter?

**Mr. Grande:** What do you mean what's the matter?

My apologies, sir. You were taking the whole vote as a whole, the main—

**Mr. Acting Chairman:** Yes, I went over it item by item.

**Mr. Grande:** Sorry.

Vote 3001 agreed to.

On vote 3002, heritage conservation program; item 1, archives:

**Mr. Acting Chairman:** The first item has to do with archives. I am not sure just what your comments were about, Mr. Grande. I missed the organizations. Is it under this vote or where?

**Mr. Grande:** Yes it is, Mr. Chairman, in this vote.

**Mr. Acting Chairman:** Under the first item? Does 3002, item 1—

**Mr. Grande:** May I make a suggestion to the Liberal critic that we deal with the whole vote instead of item by item?

**Mr. Acting Chairman:** They all seem to be interrelated.

**Mr. Grande:** Would that be—

**Mr. Acting Chairman:** Would that be satisfactory to the Liberal critic, if we deal with the vote as a whole?

**Mr. Haggerty:** I think we can cover more ground that way and there are one or two in here that get the points across rather than—the vote can carry that much quicker.

**Mr. Acting Chairman:** Okay. Mr. Grande, you are all warmed up, would you like to start?

**Mr. Grande:** Actually, I do not know whether I am warmed up or not. I just want to go to the Royal Ontario Museum. I suppose the minister has the chairman and the director of the Royal Ontario Museum here, so if you need them for assistance, that will be fair.

**Hon. Mr. Baetz:** Great. Maybe the gentlemen will come forward, if the chairman agrees.

**Mr. Acting Chairman:** Of course. You can sit right there.

**Mr. Hermant:** This is the director, Dr. Cruise, and I am the chairman of the board. If you would like Mr. Bristow, who is also here—

**Mr. Acting Chairman:** Yes, I think that would be fine. Thank you.

**Mr. Grande:** First of all, I am sure you are aware, as a response to the leadoff remarks I made a couple of days back, the minister did give you the assurance of the \$44.5 million. From where I sit, it is a welcome announcement, because as you will remember in the auditor's report, there was a bit of a difference between what Mr. Hermant was talking about and what the ministry was talking about—whether they will make good the \$44.5 million, even though you do not reach your goal of the private sector.

It showed, actually, the minister not having as much confidence in the private sector as I would expect a minister to have, because he was saying, "Well, if they do not reach the \$10.34 million from the private sector, the Wintario grant will not be able to match it."

It showed me the minister did not have confidence that you were able to reach that \$10.34 million and, secondly, that the min-



ister did not have confidence in the private sector coming through.

Be that as it may, you're assured the \$44.5 million, if I understand correctly what the minister said the other day. That part of the auditor's report seems to be settled.

However, the questions I have going on from there are regarding Metropolitan Toronto and the \$5 million you are asking Metropolitan Toronto for. How's that coming about?

**Hon. Mr. Baetz:** Could I just interject and make one comment to correct the record?

**Mr. Grande:** I don't think you need to.

**Hon. Mr. Baetz:** Yes I do, because I disagree with your observation as to what I said yesterday.

My closing remark on this whole question of the \$44.5 million and the Wintario grant was simply this: I have made a commitment to Mr. Hermant and the board of the Royal Ontario Museum to support them up to the \$44.5 million, and I have from them a moral commitment that they will be raising the \$10.3 million. That's the quid pro quo.

I would hate to leave the impression that I somehow or other have no confidence in their being able to raise the \$10.3 million. I have all the confidence in the world in Mr. Hermant and the board and the director. When they tell me they are confident they will raise the \$10.3 million, I accept that at face value.

**Mr. O'Neil:** It seems to me it was the New Democratic Party that implied they didn't think the private sector could raise that amount of money. That was my recollection of the other day.

**Mr. Hermant:** All this arose from the subject you were discussing a few moments ago in another context. The Royal Ontario Museum took the position from the start that they were not going to commit funds unless funds had been committed to them. In other words there were going to be no surprises at the end of the road.

Bear in mind this very imaginative project was first designed in 1977. This is 1980 and we're going to start to deliver the finished product next year in 1981 and then in 1982 and on. I don't have to remind you what happens to the dollar and what you get for the dollar in the interim.

Having said that, we divided the project up into three sectors so it could be isolated and dealt with in an orderly fashion. We come back to accountability. We struck a budget, in round figures, of \$44.5 million to cover the three sectors—the curatorial centre, which is going to be open a year from

now; the renovations of our present building, which are absolutely mandatory to the municipal authorities for safety, plumbing and electrical equipment; and then the prize package, the new galleries which, of course, will be ongoing for all time. Those are the three sections.

We have a private-sector campaign. The objective of the campaign is \$10.3 million, again in round figures. We have passed already the \$7.7 million mark in a highly competitive market. We're working very hard at it. We are confident we're going to succeed.

Having said that, when the provincial government negotiated with the federal government with respect to Loto Canada, you will recall the federal government had made a generous commitment to the new Massey Hall which we very much welcome. This is part of the quality of life for all of us. We're using that as a pattern.

5:50 p.m.

However, the federal government said to us, "You have come to the well a little too late and we're not too sure we can do anything for you." This had a very difficult effect on our campaign because many people said, "If you're not going to get support from the federal government we're going to withhold support."

Happily, however, the Ontario government negotiated with the federal government and, as a result of that negotiation, when Loto was turned over a specific arrangement was made between the province of Ontario and the federal government. Each province made its own arrangement. The federal government said, "Part of the consideration that we are offering here is that you will pick up 'the implied obligation of the federal government.'"

That gave us the umbrella we needed and the minister representing the provincial government made a public statement which he has reiterated—he reiterated it as recently as three minutes ago. He said, "This means that we are now in a position to assure the Royal Ontario Museum that they can complete their project on budget and on time," and budget is that same \$44.5 million.

You ask me, what about Metro? Because in addition to that \$44.5 million we hope to be able to raise sufficient funds from our private sector to be matched by Wintario on the formula and to be matched by Metro on the new Massey Hall formula to give us enough money to improve on the galleries, which of course will be going on.

The formula for the new Massey Hall is as follows: Metro would contribute 50 per

cent of the moneys raised in the private sector, up to \$5.3 million, over a protracted period so it would not be too much money at any one time. It would be less than \$1 million in any one year.

**Mr. Grande:** Mr. Hermant, if I may, if it's at all possible I would prefer that you do not have to return here tomorrow. So if we can finish—

**Mr. Hermant:** I'm just about finished. You asked me a question and I've got to give you this final answer. You've asked me about Metro and it's very important that everybody clearly understands this.

We are at \$7.7 million or a little over that when I left my museum office this afternoon and we have every reason to believe—remember, they have to get the new convention centre out of the way first—we have every reason to believe, having taken a head count, that the Metro councillors are going to prove this matching grant on the same terms and conditions as they did new Massey Hall.

This means that today, if we didn't raise another five cent piece from our private sector, then the Metro contribution would be 50 per cent of \$7.7 million. But when we reach our objective—and I underline the word “when”—of \$10.3 million, then the Metro contribution will be \$5.15 million, however that works out mathematically. It's exactly on all fours with the new Massey Hall.

That is the way we intend to finance the Royal Ontario Museum.

**Mr. Grande:** Has Metro dealt with this—

**Mr. Hermant:** No, and I'll tell you why they have not.

**Mr. Grande:** May I suggest to you, how do you get that assured opinion you are giving us that you are going to get the money from Metro?

**Mr. Hermant:** Nothing is sure, but I can tell you what we have done. We have done our homework very carefully. We have spoken personally to each voting member of Metro and we have received assurance from enough members of Metro to carry that.

But remember, it could not be put to Metro council until after the convention centre was settled. This was a very big financial item, a \$13 million item, and you will recall the executive committee passed it several weeks ago. It's coming to Metro council within the next several days, and following that ours will be dealt with.

Unless something most unusual happens we have commitments on an individual basis.

Remember, every member of Metro, himself or herself and their children, have grown up with the Royal Ontario Museum. We have a remarkable pledge of support and sympathy from this great metropolitan area for the Royal Ontario Museum, and we have from other parts of this province and this country, too.

It wasn't very hard to do that, but we had to do it. We did it person to person, face to face. We did our homework thoroughly and we are confident that they are going to come through on the new Massey Hall formula.

**Mr. Acting Chairman:** Mr. O'Neil, did you have something on this particular—

**Mr. O'Neil:** Mr. Hermant, you made a comment you know what has happened in the last few years, like in 1979, 1980 and 1981. What makes you so sure that that price of \$44.5 million will not escalate over the next while that you are doing this construction? Are you really sure that figure will stay as it is?

**Mr. Hermant:** No. I am only sure of one thing, sir. I will not sign a contract beyond it. That you can be sure of. But what I cannot do is give you or the people of this province the same quality and the same facility in 1982 for \$44.5 million that I could in 1977 or 1978 or 1979. As recently as several weeks ago another bid came in—let us say on concrete, for the sake of argument—and we had to sign that contract, but we had to cut something else out. It is an either-or situation at all times.

But look, we are not going to compromise on fundamentals. We are going to compromise on anything that looks extra at all. We are looking to the future; the fundamentals are going to be there, but we are not going to commit beyond what we have got.

**Mr. O'Neil:** But what you are saying then is what you had originally planned to build with the \$44.5 million has been changed. In other words, you have cut back on certain items.

Besides the construction items that you may have cut back on, have you also cut back in the furnishing of these galleries or things like that? Have you also had to cut back there and will you have to plan, in the future, to raise additional funds to finish what you had originally planned to do? That is what I would like to know.

**Mr. Hermant:** I will put it to you this way. First of all, the museum will be open.



It will not be the way we had hoped it would be, but it will be open.

Secondly, we will be improving this museum until hell freezes over, you never finish a museum. But instead of being able to guarantee you that for the \$44.5 million that we will have the whole of the Terrace Galleries ready and open.

And our gala new opening—I would love to tell you what it is, but I cannot yet. We are thinking of opening now; we are not talking about closing. We have a big committee that is working very hard on how we are going to open this place.

But, getting back to that with one eye on the clock, the answer is today if we don't raise another dime, all we are going to have open in the Terrace Galleries is going to be the street level floor with the Ming galleries in there so the public can see the Ming galleries from Bloor Street and can go in there. The other floors will not be occupied.

But if we reach our—excuse me—when we reach our private-sector target, which is going to be matched by Wintario, as they have agreed, and which we trust is going to be met by Metro, then we are going to have enough extra money to put galleries in there. And we are also working on donors for galleries.

We are going to be working at this thing, as I say, till hell freezes over. But you are not going to have a half-built museum. It is going to be built and it is going to be open. And anyone who suggests to you that the museum is not going to be open is being destructive in their comment. It is going to be open and we are not going to spend money we haven't got.

**Mr. O'Neil:** What you have done is clarify the situation, because as you say, whether it is a rumour or whatever it is, we have been told that you would not be able to finish the job with the \$44.5 million. And this really is so; you can only do what you have the money to do, and really you need more money to complete the original plans that you have.

**Mr. Hermant:** Sir, it is a matter of degree. We cannot, with the \$44.5 million, produce what is the architects have drawn. The beautiful picture I have on my wall cannot be produced for \$44.5 million because that was done in 1977. Anybody here who is realistic knows that.

But to suggest that we are going to half open and then stop and we will never get it open again, or that the public is going to waste their money, or that these poor curators are going to be post—you know, it is a traumatic experience for a curator who has

built a department and worked all of his life somewhere when someone comes along and says, "You've got to move out now because we've got to renovate and we are going to move," and then someone tells him, "We'll never open it again." He would be much happier if we'd never disturbed him in the first place.

6 p.m.

I want to remind you that the municipal authorities told us we have 1,000 school children in that museum every single day, including today, and we have not got fire protection in there.

I wake up at night worrying about that. It is a stone building, but you know what can happen. The only reason the municipal authorities allow us to operate at all now is because they know, we have given our word, that we are going to renovate. Our plumbing does not work. Our electricity does not work. So we had to do that. We had no choice.

**Mr. O'Neil:** But could I ask you, and I wonder, Mr. Chairman, since Mr. Hermant is here, maybe we could extend for 10 or 15 minutes because I know I have a couple of questions and maybe the NDP have too, and rather than have you come back tomorrow—

**Mr. Hermant:** I hate to put it to you this way; I've got only at best five minutes myself. I did not know I was going to be here this afternoon.

**Mr. O'Neil:** I wonder if I could ask you, how much would it take to finish the building in the way you originally hoped to do it? In other words, how much additional funds would you need?

**Mr. Hermant:** That is a tough question to answer this way because it gets into the record and the director will have to correct me. I would estimate that if we were to raise our—when we raise our full private sector funds, when we get all our matching grants, and that takes us up to about \$50 million-odd, another \$5 million to \$7 million or more, we will come awfully close.

We did provide something for inflation in the original budget.

**Mr. Acting Chairman:** Mr. Grande, do you have a final question?

**Mr. Grande:** I do not know if it is a final question, Mr. Chairman.

**Mr. O'Neil:** I beg your pardon, Mr. Grande?

**Mr. Grande:** The chairman asked if I had a final question; I don't know if it is a final question.

**Mr. Acting Chairman:** We are wasting time; Mr. Grande.

**Mr. Grande:** Mr. Chairman, if you are anxious to finish today—

**Mr. Acting Chairman:** I think Mr. Hermant will give—

**Mr. Grande:** —and since Mr. Hermant will not be able to be here, I guess the—

**Mr. Hermant:** The director knows more about it than I do. The reason I cannot be here is that we have a board meeting tomorrow and it is a monthly meeting. They come from all around the province.

**Mr. Acting Chairman:** Could Dr. Cruise be here tomorrow?

**Mr. Hermant:** Yes, Dr. Cruise will be here.

**Dr. Cruise:** After the board meeting I will be free to come, Mr. Chairman.

**Mr. Acting Chairman:** We start at two. When is your board meeting?

**Mr. O'Neil:** Even if you extend it five or 10 or 15 minutes, it is not going to hurt us if we're here until quarter past six.

**Mr. Hermant:** The board meeting tomorrow is at two, and I wouldn't be discourteous, as you know, ladies and gentlemen, but the point is that our board does come from around the province and to cancel the meeting now would be, I think, counter-productive.

Now, I cannot be here tomorrow at two. If the meeting is at two tomorrow, Dr. Cruise could be here at the meeting and the associate directors could carry on, although we prefer to have him at our meeting. On the other hand, if you want to take five more minutes now, if there is anything we can do to help you, we would be delighted.

**Mr. Acting Chairman:** Mr. Grande, could you finish your questions in another five or six minutes?

**Mr. Grande:** I really do not know whether we are going to deal with it in five or six minutes, given Mr. Hermant's answers. However, I don't fault him. He has to answer fully, as fully as he can; there is no doubt about it. However, let me continue and this is a question for the minister.

Some time ago I put a question on the Order Paper regarding the salaries of the people who have been hired at the museum. Obviously, the reason for my asking that question and putting it on the Order Paper is that I have need for that information.

However, I did not get that information and in February I had occasion to ask Mr. Hermant. I know his feeling on the matter. I just want to ask you, Mr. Minister, why is it

that people who are working at the museum and who are paid, by and large, by operating grants that the province gives on a yearly basis, why is it that we cannot know how much those people are getting paid?

Don't you think we should be able to have that information on people who are paid by public expenditures when we require it?

**Hon. Mr. Baetz:** Were you told that you could not have that information?

**Mr. Grande:** Sir, if you want Mr. Hermant to give you the answer he gave me—I would like to find out prior—I mean if you don't—

**Mr. Hermant:** Mr. Chairman, I cannot obviously speak for the government, but as chairman of the board of what I consider to be an independent operation responsible to the government—we're not a government agency although we are financed by the government—I regarded it as an invasion of privacy because publicly advising everybody what everybody else earned within any organization can lead to a great deal of misunderstanding.

Someone used the example, everybody knows what members of Parliament are paid, but that's in the public domain. Everybody knows before they start and everybody understands the ground rules. But within an organization, to publish a thing like that can lead to a good many problems and to misunderstanding.

As a matter of policy within the Royal Ontario Museum, we feel it is an invasion of privacy and we prefer not to answer the question. If, on the other hand, we're directed to do so, then we'll obviously discuss the matter with the ministry. If they wish us to do so, we'll undoubtedly do so.

**Hon. Mr. Baetz:** Mr. Chairman, as you know, and as I think Mr. Grande knows, it has been government policy, generally, not to instruct or direct organizations like hospitals and universities, or organizations like ROM, to divulge all of their salaries. I think it is up to the individual institutions to set their own policy on this.

We do not, and I don't intend to, instruct Mr. Hermant and the board to divulge all of the salaries. That's in line with our policy in other similar institutions.

**Mr. Grande:** Sir, I did say that I'm going to be taking some time. If you're anxious to cut it off, let's cut it off now.

**Mr. Acting Chairman:** Is this on the same point?

**Mr. Grande:** It is.

**Mr. Acting Chairman:** Is your question on the same point, Mr. O'Neil?



**Mr. O'Neil:** It has to do with auditing. Go ahead.

**Mr. Grande:** If the minister is saying it is government policy that once public expenditures are made to a particular body, namely ROM, we as members of the opposition are not to know how that money is spent in terms of personnel, let me suggest to you that a tremendous amount of public money is spent that is not accounted for.

**Hon. Mr. Baetz:** I would direct your attention to the Museums Act, which clearly sets out that the board of directors runs the organization, including management of personnel. It is their responsibility. We entrust the board with it.

I know, Mr. Grande that you have a different perspective of the boards of these organizations. You have a feeling of disdain for them. I don't. I respect their ability. These are people who have demonstrated their abilities and leadership in many walks of life. I think when we entrust to them the operation and management of important institutions like the Royal Ontario Museum, it's incumbent upon government not to be standing over their shoulders and dotting every "i" and crossing every "t."

If you want to do that, if you want to follow the concept some other countries do, especially in eastern Europe, then the deputy minister would take over the museum. That's a different approach to these institutions and their relationship to government. Ours is an arm's-length relationship, and we have every reason to feel that it works.

There's nothing perfect in the world, but there are a lot of imperfections in the situation where government, in effect, does it themselves.

**Mr. Hermant:** There's a difference between a crown corporation and a government agency. We regard ourselves as a crown corporation.

**Mr. Acting Chairman:** I don't think any further conversation should be carried on along this line. There is no direct question to Mr. Hermant.

**Mr. Grande:** That is fine, Mr. Chairman, if you want to leave it at this particular point.

**Mr. Acting Chairman.** We are not carrying the vote, Mr. Grande.

**Mr. O'Neil:** I have a question of Mr. Hermant, a direct question to the board, and I ask it as a question. I don't put it as a statement.

There have been worries among the members of this Legislature that you have a board

that certainly is supposed to run the Royal Ontario Museum, but it is made up of people from all over the province, people who are very busy and have other things they have to look after. Some people wonder whether there are sufficient safeguards.

You just heard us talk about what happened with the library board. We wonder whether there are sufficient safeguards within the administration of the ROM, or with direction from the ministry, to make sure that a finger is kept on this financial position, that things don't get out of hand.

I wonder if I could have your comments on that particular question.

6:10 p.m.

**Mr. Hermant:** Yes. I'm glad to make comments on that.

First of all, the board does not run the museum, technically. We are responsible for the operation and we are responsible to the ministry. The director is "the chief executive officer."

That's a quote from the act. I don't like it. It's not an academic term, but it's the best we can find, I guess. The management of the museum is in the hands of the director. The director is responsible to the board. The board is responsible to the ministry.

We are very sensitive to the matter of financial accountability. We have a great series of trust funds which we've discussed in this room in another context many times. This is a quasi-academic community. We have to encourage the initiative of our curators who go off in all directions. It's a difficult thing to monitor.

We have a very strong finance committee. One committee member who actually lives in Sudbury commutes every two weeks to be on our finance committee. Our finance committee meets regularly, not only twice a month, sometimes three and four times a month. It is a strong committee, and we are meticulous in the monitoring of our cash flow, of our trust funds, and certainly of our auditing at every level.

It's not a big operation, but it's a complex one. We have people coming in and out every day. We have the planetarium; we have a book store; we have cafeterias; we put on shows; we have people out in the field; we have people on digs; we have things going on all the time.

We are monitoring this very carefully. We have Clarkson as an outside auditor. We have had the ministry auditors. As you may have heard, the government has not been too enthusiastic about doing a thorough audit because it's expensive for the government.

We've been doing our best to convince them to stay in. We want them to stay in and do a saturation audit for us. As I say, we have Clarkson coming in from the outside.

We are doing everything we can to be as meticulous as we can in being trustees for public funds. There are no library sections to take care of.

**Mr. Grande:** Mr. Hermant, you're obviously forcing me to go into this kind of questioning because you're not forthcoming—and the minister seems to agree with you—with the information that I have requested on many occasions.

Is it or is it not a fact that some people within the museum hierarchy received last year \$5,000 increases in their pay?

**Mr. Hermant:** Five-thousand-dollar increases? It's possible, but last year on a percentage basis I don't imagine that could be possible. Do you, Mr. Director?

**Dr. Cruise:** No. The average salary and benefits increase at the museum last year was 4.75 per cent.

**Mr. Hermant:** And the inflation rate was about seven or eight.

**Dr. Cruise:** The one situation, Mr. Chairman, if I may, to which Mr. Grande might be referring was a substantial promotion of an individual who moved into entirely new responsibilities and became a member of the senior management team; there was a salary adjustment which was only appropriate, I think.

**Mr. Hermant:** Replacing someone who had left.

**Mr. Grande:** I'm talking, sir, about five or six positions, not one.

**Mr. Hermant:** No, positively no. We couldn't, because we got a four per cent increase in our grant—this was last year, not this year—which we had to apportion across the board, a very difficult thing to have to do. Our people actually got increases well below the cost of living, which we all know.

No such thing. We would love to have been in a position to do the thing you've suggested. No, sir. We didn't even have money for merit increases.

**Mr. Grande:** I'm not suggesting. It was suggested to me that that was the case.

**Mr. Hermant:** Whoever suggested it to you, I'm afraid, misled you.

**Mr. Grande:** Sir, the director of the museum is well aware the information I have comes from reliable sources, given the fact that the last time he was before this committee—

**Mr. Hermant:** If I were Scott Young, I'd resign.

**Mr. Grande:** Wait a minute. What I am being forced to do is give the information I have, which means prior to me being absolutely sure, and I don't like to do that kind of thing.

**Mr. Hermant:** Mr. Chairman, I hate to do this but I really have to leave too. Mr. Grande is serving the public honestly and as he sees it, I know that. This is politics and integrity is not in question here.

If Mr. Grande has specific comments or specific cases to bring to the attention of the administration of this museum, they will be dealt with fairly and openly, but I think this type of thing can destroy us.

**Mr. Grande:** I'm asking for the information and that information is not forthcoming.

**Mr. Hermant:** The answer is forthcoming because the answer is no.

**Mr. Grande:** You are leading me to make other remarks because I would have been quite happy to get that information I asked about several months ago. It did not come. I wanted an explanation. I asked Mr. Hermant and he gave me his explanation. I asked for an explanation from the minister and the minister gave me his explanation.

**Hon. Mr. Baetz:** Essentially the same.

**Mr. Grande:** With respect, once we heard Mr. Hermant it was exactly the same. Anyway, the fact is over \$9 million are spent on that museum in a portion of this particular year, and you in essence are saying to me I have no right to know how between \$6 million and \$7 million is spent.

**Hon. Mr. Baetz:** There are hundreds of millions spent in universities.

**Mr. Grande:** All right, I'll leave it that.

The committee adjourned at 6:17 p.m.



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**From the Ministry of Culture and Recreation:**

Wright, Dr. D. T., Deputy Minister

**From the Royal Ontario Museum:**

Cruise, Dr. J. E., Director

Hermant, S., Chairman of the Board



No. S-4

# Legislature of Ontario Debates

## Official Report (Hansard)

**Standing Committee on Social Development**  
Estimates, Ministry of Culture and Recreation

**Fourth Session, 31st Parliament**

Wednesday, April 16, 1980

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC



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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

WEDNESDAY, APRIL 16, 1980

The committee met at 2:07 p.m. in committee room No. 1.

### ESTIMATES, MINISTRY OF CULTURE AND RECREATION

(concluded)

On vote 3001, ministry administration; item 7, audit services:

**Mr. Chairman:** I call the committee to order. I should remind the committee that we have two hours and 40 minutes remaining. We will try to cover as many votes as we possibly can in that time.

I believe you were on, Mr. Hermant, when we last adjourned. Do you wish to come forward?

**Mr. Hermant:** Mr. Chairman, instead of Dr. Cruise, our director, I have here our assistant director, Mr. Gordon Bristowe. I took the liberty of asking Dr. Cruise to go and meet with our own board, which is just about to convene its monthly meeting. If you don't mind, Mr. Bristowe and I will try to answer any questions you may have.

**Mr. Chairman:** Are there any comments, questions or observations with respect to the Royal Ontario Museum?

**Mr. Grande:** Mr. Chairman, I believe I was talking about it last night. Obviously, there has been a lack of understanding or communication, probably on my part. I apologize for keeping the witnesses a little past six o'clock. I said I had other questions because I thought Mr. Hermant was going to be at the board meeting today. As far as I am concerned, I am willing to leave it at this particular point, so he can get to the board meeting.

**Mr. Hermant:** That's an easy way to deprive myself of the pleasure of staying further, but if we're dismissed, thank you very much for your courtesy, I am now going to our board meeting.

**Mr. Chairman:** I knew this was going to be too easy.

**Mr. Martel:** Quit while you're ahead.

**Mr. Eakins:** I'm substituting, so I am a little lost as to where we were in regard to

the Royal Ontario Museum. You have a doctor—I forget his name—in connection with fish sanctuary work.

**Mr. Hermant:** Dr. Crossman?

**Mr. Eakins:** That's right. What is his function with ROM?

**Mr. Hermant:** Mr. Bristowe is reminding me that he is a curator in charge of ichthyology.

**Mr. Eakins:** Is he on a full-time basis with ROM? I'm asking because I know of his work in various areas of the province. Without his expertise, we would be lost in many areas. I'm just wondering how his work is financed, because I know that often his work is curtailed because of a lack of financing which would enable him to go into a broader field.

**Mr. Hermant:** In many instances, senior members of our staff enjoy cross-appointments with the University of Toronto. Then we have our outreach program. A lot of our work, as you know, is done outside the country and in other parts of the country for that reason. In many cases, the financing is divided proportionately.

**Mr. Eakins:** My point is I feel he should have greater financing, so he can do the work he is qualified for, especially having to do with fish sanctuaries, et cetera.

To what extent do you finance him, and in what fields?

2:10 p.m.

**Mr. Hermant:** I can't answer the question specifically, except to say there would be proportionate financing by the University of Toronto and the Royal Ontario Museum. Obviously, we are constrained by budgetary considerations. This applies, I suppose, at every level of the museum.

**Mr. Eakins:** I was surprised to find that a great deal of his work was financed by the sportsmen's show, which is held each year.

**Mr. Hermant:** That, of course, would be just fine with us. We have to be fair, too, where a man's time and talent are available in other areas such as the university or the



sportsmen's show. Naturally, this is taken into account.

**Mr. Eakins:** His sanctuary work, then, would be outside the work of the museum?

**Mr. Hermant:** No. This is very complex. For example, when someone who is on the staff of the museum does work outside, the revenue doesn't go to the individual, but to the museum. It goes into a trust fund which is used by that department.

Trust funds become very difficult to administer—which has been one of our problems. We handle them as carefully as we can, obviously. It means that department generates the fund and since it generates the fund it has a great deal to do with the spending of the fund. But it doesn't have the right to spend it without accountability.

We are an academic community, and this is a very complex arrangement. In all academic communities, members of staff don't—as they would in, say, normal business activity—confine their full time and attention to one employer. People write, publish, teach, lecture, and do work outside. They are retained by the Canada Council and by other organizations. Therefore, their main employer, the one to which they are attached—in this case the Royal Ontario Museum—has to negotiate these arrangements with other agencies.

**Mr. Eakins:** I simply want to say he's an outstanding man and deserves to be fully supported.

**Mr. Hermant:** We've taken note of that, sir. Thank you.

**Mr. Chairman:** Thank you very much, gentlemen. Have a good board meeting.

**Mr. Hermant:** Thank you very much. We appreciate it.

Vote 3001 agreed to.

On vote 3002, heritage conservation program:

Item 1 agreed to.

On item 2, heritage administration:

**Mr. Haggerty:** I thought I would bring something to the attention of the minister in connection with some of the heritage parks located in Ontario. I don't know the proper item under which to bring this to the attention of the minister or his staff, but I know that there are certain boards and commissions established to look after the heritage of Ontario. About two years ago, I had the pleasure of meeting with a number of these boards and commissions, as a member of the standing procedural affairs committee.

We are fortunate to have the Niagara parks system, which looks after Fort George, the old port at Fort Erie and other historical park sites located in municipalities within the Niagara region. Some of them are not included within the Niagara Parks Commission. I am thinking of the memorial park commemorating the battle of Ridgeway. There is a cairn there now.

I was wondering if this park couldn't perhaps be included within the Niagara parks system so as to relieve the local municipality from the cost of maintenance. Fort Erie is doing an excellent job in maintaining it, but they may wish to dispose of their park lands at some later date, and this may be the one to go on the auction block.

I know in the past the township of Bertie had tried to dispose of it and the former county of Welland took it over. Then it reverted to the township of Bertie, before it came under the town of Fort Erie.

I suggest to you that this should be maintained under the Niagara parks system. Let them extend their boundaries further into the town of Fort Erie.

There is another matter that I want to bring to the attention of the minister. One of the historical sites that is located now in the town of Fort Erie goes back to Ernest Alexander Cruikshank, who was born in 1853 in the township of Bertie. He was a soldier and historian. Following his military career as a brigadier general, he became associated with the Historic Sites and Monuments Board of Canada, and did a tremendous job of looking after the historical sites for the federal government.

His homestead is still there. It is located on highway 3 in a part of the township of Bertie that is now Fort Erie. I suggest that a plaque, at least, should be placed in front of this homestead to remind the people of Ontario that this is an historical site.

He was born on June 29, 1853, and passed away on June 23, 1939. I thought it would be an appropriate time for the province to erect a plaque. Perhaps some time in the future it could be dedicated to the province as an historical site.

The Bertie Historical Society has asked me to bring this to your attention. I thought perhaps this would be an appropriate time.

**Hon. Mr. Baetz:** I have listened with interest to the member's comments and the proposal made. We will certainly look at it. Perhaps Mr. Steve Otto, who is director of our Ontario heritage program, might wish to make a brief comment.

**Mr. Otto:** I think both requests you have made are ones we certainly could carry forward. The first one, with respect to the Niagara Parks Commission, comes under the Ministry of Natural Resources, but we have close working relationships with them and with Parks Canada, both of whom are pretty active in the peninsula. As a ministry, we don't operate any historic sites in that area of the province, but I'd be very happy to forward the details, if I could get them from you later, to the relevant authorities.

With respect to the proposed plaque, the Ontario Historical Society has honoured Mr. Cruikshank by having a medal minted. I can see no reason why a plaque of some sort—local, provincial or even national—would not be appropriate.

**Mr. Haggerty:** A national plaque would be more appropriate.

**Mr. Otto:** If I could get some outline from you after this session, I would be very happy to carry the matter forward.

**Mr. Haggerty:** I'm glad Mr. Otto is here. We've had some discussions in the past few years concerning the battle of Ridgeway site. The Bertie Historical Society at one time applied for a grant for an old log building—

**Mr. Otto:** The hospital, as I recall.

**Mr. Haggerty:** That's right. It was a field hospital during the Fenian raids. It is pretty well documented by local historians in the area.

I expressed some displeasure that they were not accepted for a grant and about all the red tape they had to go through. Finally, they went in and renovated the building. It is in place at that site now. It is an attractive building and draws quite a few tourists to the area. It's a beautiful park which sits on a high ridge in the area.

I suggested a little more assistance should have been given to them at that time, but nothing was done about it. Perhaps now you'll take note of it and look into it in more detail.

**Mr. Otto:** I'll look into it.

**Mr. Haggerty:** I'll leave the history of Mr. Cruikshank with you to remind you.

**Mr. Chairman:** Have you finished, Mr. Haggerty?

**Mr. Haggerty:** I have kind of a commitment from the minister that they will be looking at it, at least. It would perhaps be an appropriate time to have that plaque erected on June 29.

**Mr. Otto:** I'm afraid June 29 of this year would not be possible because of the time required for the processes of approval and

casting. I think if we were to issue the order for casting today, the normal delay would be from six to eight weeks. Of course, plaques are erected on the advice of the Ontario Heritage Foundation. I am saying I will certainly look into it. No doubt a plaque of some sort is quite possible.

2:20 p.m.

**Mr. Haggerty:** Mrs. Marion Smith is the president of the Bertie Historical Society, Ridgeway, Ontario. If you start with letters, nothing gets done. It has been two or three years in the making, and I thought this would be an appropriate time to bring it to your attention, so that we can move with some haste.

Item 2 agreed to.

**Mr. Grande:** Arising out of yesterday's session, there was a commitment by the minister that a particular internal audit done by the ministry on the Royal Hamilton College of Music would be coming up. I would not want to go on for too long without this particular item being dealt with. I would ask the minister if they're ready, or if they're waiting for some more information.

What is the story?

**Hon. Mr. Baetz:** The long and the short of this is we have not got the last part of the audit report in. We had hoped it would be here by this afternoon, as we told you. We were expecting it around three or 3:30, but it will not be here.

If you wish, Mr. Chairman, I would suggest, in the circumstances, that the interim report not be tabled at this time. I'm sure Mr. Grande would want me to go into the rationale leading to that proposal.

**Mr. Grande:** I certainly do. There are some pretty serious things happening.

**Hon. Mr. Baetz:** With your permission, Mr. Chairman, I will cover the background leading to the question of the Royal Hamilton College of Music.

On April 11, just a few days ago, Mr. Grande and the four Hamilton area MPPs wrote an open letter to the Premier (Mr. Davis) appealing for operating support for the Royal Hamilton College of Music. As I think a number of the members of the House know, the Royal Hamilton College of Music is at the present time in dire financial circumstances.

My ministry has been aware for a year and a half to two years that the Royal Hamilton College of Music was in some financial difficulty. We tried to help them out, and with two Wintario grants they were able to purchase 58 pianos. It was as a result of



some concern we had about the disposal of those pianos and the financing surrounding the disposal—

**Mr. McClellan:** Disposal?

**Hon. Mr. Baetz:** Disposal, yes. Some of the pianos have been disposed of.

**Mr. McClellan:** Do you want to elaborate on “disposed”?

**Hon. Mr. Baetz:** I will in a moment.

**Mr. McClellan:** It's hard to lose a piano.

**Hon. Mr. Baetz:** No, you shouldn't lose a piano. But if you can't find it—

At any rate, we had some concerns about the disposal of the pianos, and a number of other matters dealing with the relationship between the college and an organization called Pianomart, which is an affiliate of the Royal Hamilton College of Music. Its relationship to the college and a number of other reasons led me to ask one of our ministry auditors to visit the Royal Hamilton College of Music. The auditor came back some days ago with an interim—and I want to stress interim—report. We are still awaiting the second and more final part of the report.

Knowing of the concern of Mr. Grande and other members about the financial circumstances of the college at present—and they are dire—and also knowing of the same concern held by the Leader of the Opposition (Mr. S. Smith), Mr. O'Neil, and others in the Liberal Party, I thought it fair to both opposition parties to let them know we had asked for this audit to take place and to indicate to them our concern about some of the circumstances at the Royal Hamilton College of Music.

For that reason, I did not turn over the report which would have made it public, as I felt it was not fair to the college or to others who are associated with it, but I did at least show the report to Mr. O'Neil. Several days ago, I asked Mr. Grande to take a quick look at it. They both know the interim report is in existence.

Mr. Chairman, the reason I strongly urge your committee not to table this report today is because I feel it would not be in the best interests of the Royal Hamilton College of Music, or of the people who are now trying to save the college, to have made public an audited statement that is not complete, that perhaps raises more initial observations and questions than it is able to answer thoroughly and with finality. I feel it would not be in the best interests to do this.

I can assure you we are interested, as are members of both opposition parties, to see what can be done for the college, but to

allow this kind of partial auditor's report to be made public would simply be unfair and counterproductive.

I am meeting with the mayor of Hamilton tomorrow. He is aware of our auditor's concerns. We have met also this week with the chairman of the board. I did not; senior members of my staff did. The chairman of the board of the college and the treasurer are aware of some of the observations we have made. They are going home to look into these things, to report back to us, and that, frankly, is where the matter stands at present.

We understand, although the situation is perfectly serious—there is no question about it—the future of the college is assured at least to the end of June. Now that does not give us much time. But that, Mr. Chairman, is where the matter now stands at present.

If we had had the final audited report, as we had hoped yesterday, then it would have cleared up some of these questions with a great deal of certainty and finality and I think there would not have been nearly the concern about making it public as there is at the present time.

2:30 p.m.

**Mr. Grande:** I do not know what is so partial about that audit which, as you indicated, you showed me the other day. I really do not know what is so partial. I guess if you are attempting to get at an explanation and come to some kind of rationale or justification as to why it took place, that is fine, you can wait. But as far as I am concerned, and I am not going to disclose any of that information on there—and you mention that some pianos are missing—

**Hon. Mr. Baetz:** I did not say that.

**Mr. Grande:** Well, however they were disposed of, the disposition of the pianos, whatever the facts are—I want you to know that I want you to work at this and work at this fast, because if the information that we got—and I am sure that everybody has seen a press release put out by the chairman of the board—is correct, by the end of this school year in June, the Royal Hamilton College of Music is going to close its doors. That is going to have repercussions, not only in Hamilton but perhaps in other parts of this province, in terms of music programs.

I would not want that, or that music program being jeopardized, because some individuals within that college are getting involved in all kinds of things.

**Hon. Mr. Baetz:** As I said, Mr. Chairman, we too are concerned about the future of

the college. It is not something that we are going to take very lightly. We have been in touch with the Ontario Arts Council which has been looking at the situation, so it is not something that we frankly plan to drop.

I think Mr. Grande would understand, and I know Mr. O'Neil did when I talked to him, that obviously under the present circumstances it would be altogether inappropriate for me, even if I had the money and even if I found the funds, to make a grant right now to that college in the light of even the first part of this report.

As I indicated to Mr. Grande the other day, and I will make this commitment, as we get the information we are prepared to continue to share it with you so that all three of us here will work together on this, so that the Royal Hamilton College of Music does not get caught in some kind of partisan squabbling or whatever.

**Mr. Grande:** Since, Mr. Minister, you were saying, and you were hoping, that the audit would be finalized today by three or 3:30 p.m., it certainly means that within the next two or three days it could be final.

**Hon. Mr. Baetz:** I would think we should have a good deal of conclusive evidence in the next two or three days, yes.

**Mr. Grande:** Would you, at that particular time, table that audit?

**Hon. Mr. Baetz:** I would certainly table a detailed report. I would be glad to do that, yes.

**Mr. McClellan:** Who is getting this, the provincial auditor?

**Hon. Mr. Baetz:** The provincial auditor, under normal circumstances, in due course would get a copy of our ministerial audit anyway.

**Mr. McClellan:** Who is doing the current audit?

**Hon. Mr. Baetz:** It is our internal auditor.

**Mr. McClellan:** Your own audits?

**Hon. Mr. Baetz:** Yes.

**Mr. McClellan:** Is the provincial auditor involved?

**Hon. Mr. Baetz:** Not at this stage, no. It may well be that the city of Hamilton, which has been involved through annual grants, may do an audit as well.

**Mr. McClellan:** I am not clear what you are intending to do. Are you intending to table the audit report and to make a statement in the House as soon as the report is final?

**Hon. Mr. Baetz:** Certainly as soon as I have some conclusive information here

brought to us by the auditors, and I would hope this would be very soon, within days, I intend to make a statement in the House, yes.

Items 3 and 4 agreed to.

Vote 3002 agreed to.

On vote 3003, arts support program:

**Mr. Grande:** Mr. Chairman, if I may, could I suggest that instead of going through each item separately, we take the vote as a whole, because all I have on that is to deal with two particular items and that's it in the whole vote?

**Mr. Chairman:** Is it agreed to take this vote in its entirety?

Agreed.

**Mr. Grande:** Mr. Chairman, I have some questions regarding the Art Gallery of Ontario. I would like to find out if finally, about three or four months after the Tutankhamun Exhibition was at the gallery, there is a statement in terms of income, expenses, profits, that has come out of the art gallery or is it still in process? What is the story there?

**Hon. Mr. Baetz:** Mr. Chairman, the director of the art gallery, Mr. Withrow, is here.

**Mr. Withrow:** I regret Mr. Fraser Elliott is not able to be with us but I have with me the comptroller, a staff member, Tim Hopecraft, if I may ask him to join us.

**Mr. Chairman:** Certainly.

**Mr. Grande:** I thought I did ask a question. Perhaps I should repeat it.

**Mr. Withrow:** This has to do with the Tut accounting, Mr. Grande?

**Mr. Grande:** Yes.

**Mr. Withrow:** The final audit is in process. We don't know the exact figures. I must say also that we feel because our contract was really with National Museums of Canada and it was through their good offices that we made an agreement with Egypt that we have to let them know first before there will be a public release of these figures, but it should be within a couple of weeks.

**Mr. Grande:** Okay, we will wait, for two weeks to find out what happened.

I am not going to be and I hope it is not going to be interpreted as harping on it, however, as I mentioned in my leadoff, there is the concern I have about the Ontario Art Gallery and the treatment of its employees.



Mr. Minister, you made a commitment to me in the Legislature to say exactly how the Ontario Art Gallery spent the \$30,000 or \$35,000 in legal fees and whether those legal fees were spent in order to fight the charges brought by the union at the Ontario Labour Relations Board. That was several months ago and still I have not heard from you. Do you have a comment on that?

Hon. Mr. Baetz: Mr. Chairman, I am really frankly surprised that Mr. Grande would raise this question again, because I know that the art gallery appeared before the public accounts committee and from the report I read of those meetings I felt the art gallery had not only provided clear and thorough and detailed information on how they spent that money, but had certainly vindicated the very unfair charge that they had used it for, in your words, Mr. Grande, "union busting."

2:40 p.m.

I don't think it's incumbent upon me to try to elaborate or to extend that report. I would imagine that the director of the gallery might wish to comment on that.

Mr. Grande: Before he does, and I am sure that he would want to, what report are you referring to?

Hon. Mr. Baetz: I am referring to the appearance of the Art Gallery of Ontario before the public accounts committee.

Mr. Grande: I see, so in other words you're referring to transcripts?

Hon. Mr. Baetz: Yes.

Mr. Grande: So it's not a report?

Hon. Mr. Baetz: It's not a report, but I'm assuming the transcripts are reasonably accurate and there were people I had reports from. Maybe you are suggesting that they were not, I don't know.

Mr. Grande: What I am suggesting is that those transcripts are from the public accounts committee and the public accounts committee has not met yet to decide what to do and whether in fact our money was spent on union busting. So I don't understand where you get this finality about it.

Hon. Mr. Baetz: You can draw some judgement, surely, by reading the transcripts. What more information do you want me to give you than was given at that particular meeting?

I think it would be incumbent upon the art gallery to provide this committee with more information on that if you want it, but I feel that unless the public accounts committee concludes your charges were

correct and that further action should be taken, I would think the matter would rest at that point.

Mr. Grande: You may think as you wish. As a matter of fact, three or four months ago when it was happening you said that nothing happened.

Anyway, be that as it may, what I am asking, what I asked of you in the Legislature and what I am repeating here, is I want to find out exactly the amount of legal fees because, in February, when the director and others from the art gallery were here they weren't sure. So I want to find out how much money was spent in legal fees for the last two years, then we can compare the amount of legal fees for the year before with this particular year and see where the remainder of the money was spent or whatever they had to do in terms of spending money in legal fees for whatever other activities they got involved in.

Actually I'm asking you to pursue it because I'm still very much interested and I want to find an answer.

Hon. Mr. Baetz: I have assumed, and I may be incorrect in this, that the decision made was that the proper vehicle, the appropriate mechanism to determine whether the Art Gallery of Ontario had inappropriately spent public funds on "union busting" or not, was not the judgement of the minister, nor even the judgment of the art gallery, but the judgment of the public accounts committee. Until that verdict is finally in I think it would be both redundant and even inappropriate for me to continue this investigation or to continue to ask the art gallery for more facts, more figures, more information.

Mr. Grande: To proceed further with that, if it had not gone to the public accounts committee what you are saying to me is that you don't want to be accountable to me or to this committee in terms of the art gallery and how that money was spent.

Hon. Mr. Baetz: No, I didn't say that. I think the decision was made that the appropriate vehicle to make that judgement was the public accounts committee. You certainly didn't hear a long argument from me that it was not the appropriate committee.

If you felt they had spent money inappropriately, the standing public accounts committee is a good vehicle to take a look at it.

Mr. Grande: Mr. Chairman, obviously we won't take that tack. If the minister wants

to remain silent and apart from whatever goes on around him, that is his concern. I wish him well.

I don't know if you want to direct an answer or to say anything, Mr. Withrow. I am sorry for cutting you off before.

**Mr. Chairman:** Mr. Withrow, do you wish to comment?

**Mr. Withrow:** Mr. Chairman, I would like to say to this committee today, for the record, that we are certified, both full-time and part-time. A date has been set for the first meeting of the negotiating team. I look forward to getting on with it. So there is a finality, from our point of view, on that score.

**Mr. Chairman:** Your other point, Mr. Grande?

**Mr. Grande:** My other point is in connection with the Half-Back rebates, and is, first of all, about the question on the Order Paper. I took it as an insult, Mr. Minister, when you answered with a press release that you had made a couple of weeks earlier. I wanted to find out in more detail what was happening with that program.

I guess because the year before when you produced a report I proceeded to criticize that report, this year you decided not to issue a report. I don't know. However, I am just saying to you I found it offensive for you to be answering a question on the Order Paper with a press release I already had.

**Hon. Mr. Baetz:** On that, I guess I could turn the question around and say why ask the question if you already had the press release which gave most of the salient features of the Half-Back program that was in effect during 1979-80?

However, Mr. Chairman, if Mr. Grande wishes to have more detailed information as to—I don't know—the number of people who participated in the program or the financial aspect of it, Mr. David Spence of my ministry staff is here. I am sure he is prepared and would be very happy to provide Mr. Grande and the committee with more detailed information.

**Mr. Grande:** Mr. Chairman, what I require and ask of the minister is a report on that program, and not a press release on the program. There is clearly a difference.

[Following from that, if the Half-Back program has been so successful, why are you cutting it out this year?

**Hon. Mr. Baetz:** We are not cutting it out. The program last year provided rebates on Canadian recordings and admissions to

Canadian films. That was the model for the 1979-80 year. The year before, we had a program on Canadian books.

On all of these programs, we make it very clear we don't want them to continue indefinitely. They are there for a limited period of time and then we move on to something else. Right at the present time, Mr. Spence and his group are actively looking into the possibility of applying the Half-Back principle to Canadian short films, or to other things.

2:50 p.m.

I would really invite Mr. Grande to have Mr. Spence at least share with the committee some of their current, even tentative, thinking as to where they may be going from here. But certainly we did not terminate the program because of failure, I can tell you that. We terminated it because we had planned to run it from—when was it? From May—

**Mr. Spence:** We ran it for five months.

**Hon. Mr. Baetz:** Five months—that was the plan from the beginning.

**Mr. Grande:** I am not talking about that. I understand about the five months. You ran it for five months and you ran the other for about three months, whatever it was.

What I am talking about is the amounts of money that were budgeted, or that are budgeted. I do not know whether this is an error, but on page 98 of the estimates book, you talk about \$4 million for 1979-80, the decrease is \$3,500 and you end up with \$500,000 for 1980-81.

That does not add up to me. If it is an error, what are you budgeting?

**Mr. Spence:** This year's transfer payments for the performing arts Half-Back program are \$500,000. That is a new program.

**Mr. Grande:** That is right. But last year it was \$4 million.

**Mr. Spence:** Last year we were dealing with two very commercial areas. We are budgeting at our best estimates for what might happen in the performing arts area. We have now gone out to 1,000 performing arts groups throughout the province; we are trying to get an idea just how many might participate. But our best estimate going into the estimates is \$500,000.

**Mr. Grande:** So that decrease is of \$3.5 million, not \$3,500.

**Mr. Spence:** That is right. It is a typographical error. Perhaps I might mention that the report you saw last year was a special independent study done by a research group



in Ottawa which is largely financed by the federal government. That was to determine whether or not the concept of Half-Back was a valid one, and that report just came in as estimates commenced last time. We could not do a similar kind of report but we have a lot of data and we would be glad to share it with you.

**Mr. Grande:** All right. I wish that you would.

**Mr. Spence:** Okay. We just did not have the same kind of report when you asked for that.

**Mr. Eakins:** The area I would like to discuss is the past capital grant programs—I notice noncapital Wintario programs are mentioned here, but I do not see anything about capital grants.

**Hon. Mr. Baetz:** It is under capital.

**Mr. Eakins:** So this will be a particular area here?

**Mr. Chairman:** For what purpose, Mr. Eakins?

**Mr. Eakins:** I just wanted to comment on the capital grants programs, the programs—

**Mr. Chairman:** Under Wintario?

**Mr. Eakins:** Wintario.

**Mr. Chairman:** That is the last vote. It would be the Wintario vote.

**Mr. Eakins:** Oh, okay. I am sorry. I did not see it there.

Vote 3003 agreed to.

On vote 3004, citizenship and multicultural support program:

**Mr. Grande:** I would like to ask some questions of the minister and perhaps the director of the citizenship program who would be here to assist the minister in some way. I just want to find out if, in the local cultural program and citizenship program we were talking about yesterday and the day before, you assert that there is no disappearance of that kind of program, why is there a drop in the grants for citizenship and multicultural programs of \$176,000 this coming year? Do you not think that is the beginning of the end of this program? You are dropping the grants.

**Hon. Mr. Baetz:** What page are you on, Mr. Grande?

**Mr. Grande:** I am on page 137.

On the one hand you are saying "No, our support for the particular area remains as strong as ever," and then you are cutting the grants. Make up your mind.

**Hon. Mr. Baetz:** Mr. Grande, as I indicated yesterday, there is not a drop in the program.

In fact while it may not appear under this particular line here, there is an increase. I think Mr. McPhee could give you the details as to why it would appear to be a drop when it really is not.

**Mr. Grande:** You're going to have to perform some magic, let me tell you.

**Mr. McPhee:** Not at all, Mr. Grande. In general terms—Kay Eastham is here to give you the specifics—over the past couple of years there has been a co-ordination and drawing together of all community language classes under the NLOC (newcomer language/orientation classes) grants criteria. A number of them were funded under DOE.

What happens here is a transfer from one grants fund to another grants fund. The reason is very simple. The newcomer-integration grants fund is project funding. It has a three-year limit. The NLOC is program funding and as long as standards are met it goes out on a continuous basis.

There's an actual increase in that grants funds this year as well as, of course, the \$700,000 transfer payment fund for refugees.

**Hon. Mr. Baetz:** I would have hoped Mr. Grande would have noticed the increase of \$873,500 over last year and would have congratulated the ministry for that nice increase. A lot of that is directed to the immigration and orientation services of the refugees who were coming in, the so-called "boat people."

**Mr. Grande:** Why should I congratulate you when last year—

**Hon. Mr. Baetz:** Once in a while it's nice.

**Mr. Grande:**—you sat here and you established a quota for 5,000?

**Hon. Mr. Baetz:** Nobody established a quota for 5,000. We don't establish quotas, for one thing, in Ontario.

**Mr. Grande:** You said up to 5,000. What happened was that other forces came into being that were able to carry the program up to 40,000 or 50,000. As far as you were concerned at that time you were content and happy to keep it at 5,000.

**Hon. Mr. Baetz:** Nobody was either content or discontent. Setting quotas for refugees coming into Ontario is a federal responsibility. When we said we'd have to budget to provide assistance to 5,000, that was the number we expected would be coming in here. When that number was adjusted upwards our finances were adjusted upwards. We don't set quotas.

**Mr. Grande:** Okay, since you want to talk about the refugees—

**Hon. Mr. Baetz:** It's been a very good program, really.

**Mr. Grande:** All right, you change your mind; you move back and forth. You decided to drop it with your confreres in Ottawa, then it is picked up again. Really, there was no kind of commitment from the very beginning. You were just willing to deal with a few when the problem was a very serious problem indeed.

Be that as it may, you are responsible for adult training and the adult learning of English, are you not?

**Hon. Mr. Baetz:** Yes. Ms. Eastham is here.

**Mr. Grande:** You are responsible for that area?

**Hon. Mr. Baetz:** Yes, that's right, pre-schoolers and adults.

**Mr. Grande:** Okay, can you tell me then why the Toronto Board of Education, which has over 17,000 adults who are trying to learn English as a second language, has not received a penny from this government, from any source?

**Hon. Mr. Baetz:** It's a Toronto Board of Education program. Perhaps Ms. Eastham could provide you the details of that.

**Ms. Eastham:** The Ministry of Culture and Recreation doesn't have total responsibility for adult learning of English as a second language. The federal Department of Employment and Immigration has responsibility for vocational ESL and the province would take on responsibility for nonvocational ESL. That is shared between us and the Ministry of Education.

We often enter into partnership arrangements with boards of education. We are paying for some of the co-ordination time for the adult component of programs, but primarily we're paying for the preschool component in the community language classes, whereas the boards of education are funded through transfer payments from the Ministry of Education that pay the adult component.

3 p.m.

**Mr. Grande:** I see. I thought as far as elementary and secondary schools were concerned, the Ministry of Education was responsible, but that for adult education with the boards, somehow some money trickled from the Ministry of Culture and Recreation.

After all, you say you're the ones responsible for citizenship. The learning of the English language, as far as I'm concerned,

is helping to increase and encourage citizenship, is it not?

**Ms. Eastham:** There are a variety of factors in the whole area of adult English as a second language. The funding comes partially from us and partially from the Ministry of Education. In both cases, both those ministries are parties to an agreement with the Secretary of State's department where the province receives 50 per cent of the costs from the Secretary of State.

**Mr. Grande:** What is happening is, you're saying that the Ministry of Education does not come through, the Ministry of Culture and Recreation does not come through, the Secretary of State does not come through. There were a total of 851 adults in continuing education only with the Toronto Board of Education and they haven't received a cent yet from any source.

**Hon. Mr. Baetz:** I thought I heard Ms. Eastham say quite the opposite. I thought she said there was some money from the Secretary of State, some money from Culture and Recreation and some money from Education. It wasn't a case of saying the opposite, which was no money from the Secretary of State, no money from Education and no money from us.

**Mr. Grande:** Isn't that one and the same thing? The Toronto Board of Education hasn't received any money for that program.

**Ms. Eastham:** There could be a time lag in the receipt of money. I know with the claims with the Secretary of State there is about a year's time lag in the money being received. I'm not aware of any grants made to this ministry for support with language training that have not been satisfactorily responded to.

**Mr. Grande:** I'm sorry, I still don't quite get it.

**Mr. McClellan:** Have you paid to the Toronto board their share for the services that Mr. Grande is describing?

**Ms. Eastham:** We don't give grants directly to boards of education. The direct grants to boards of education would come from the Ministry of Education. We tend to get into partnership arrangements with boards of education where we would pay for some of the components of community language classes that they don't receive funds for from other sources. An example here would be preschool ESL.

**Mr. McClellan:** I'm sorry, I stepped out for a second. I assume it would be appropriate at this point to deal with the citizenship and multicultural grants program. I noted in the



estimates book, on page 137, a decrease of \$176,000.

**Mr. Grande:** We just dealt with that.

**Mr. McClellan:** Did you deal with the concerns that were expressed in the Toronto Star today by a number of representatives of volunteer organizations that service the immigrant community?

**Mr. Chairman:** No, we haven't dealt with that.

**Mr. McClellan:** There is always an amazing coincidence that articles of excellent quality appear in the Star at the time of your estimates. I seem to recall that happening last year around the museum.

**Hon. Mr. Baetz:** I was going to congratulate you on it.

**Mr. McClellan:** I had nothing to do with it.

**Hon. Mr. Baetz:** I can assure you we didn't.

**Mr. McClellan:** It raises again the issue of this government's refusal to accept responsibility for an area of service which is within the provincial domain under our constitution, yet which you have consistently refused to accept adequately. That, of course, has to do with settlement services for new Canadians.

Again, we are in the position of coming to you arguing on behalf of voluntary agencies servicing new Canadians and pleading with you for core funding. I gather that not only are you just as resolute and stubborn as ever with respect to core funding, but you're actually cutting back in the dollar allocation; you're cutting back \$176,000 out of an already inadequate dollar allocation. The consequence will be a further attrition within the network of voluntary agencies, neighbourhood-based agencies, and community-based agencies serving new Canadians.

What I don't understand is how you are able to reconcile that with your own policy rhetoric. I have a document; I assume it was part of the discussions that took place within senior levels of the ministry and, although I'm not sure, also at the level of cabinet, when you decided to embark on what you call "a new thrust" for the citizenship division.

You set out a good rationale, I think, for supporting voluntary services to the new Canadian community in aid of their fulfilling your constitutional responsibilities. I'm reading from a document called, A New Thrust for the Citizenship Division on the Proposed Organizational Changes. I only have pages two and three, and I don't know where it came from or who wrote it.

**An hon. member:** Hand delivered.

**Mr. McClellan:** I suspect Doug Wright might have written it.

**Mr. Martel:** He sent it.

**Mr. McClellan:** You set out a Myrdalesque statement about the appropriate role of government in a modern democratic society, in a modern welfare state. You say, "It is sometimes forgotten or indeed overlooked that in a modern democratic society megastructures like government must rely on mediating structures for their moral foundation. Without such structures government ultimately substitutes coercion for moral consent as the basis for political order."

Does that have a familiar ring to it?

**Dr. Wright:** Yes.

**Hon. Mr. Baetz:** That's orthodox, that's good stuff.

**Mr. McClellan:** It is. It's a philosophy which we can clearly support.

You go on to say that government should only do what it has to do and allow other organizations to do what they can do, the principle of subsidiarity. Again, we accept that as a basis of policy.

But you go on, in the third page of the document, point seven, to say: "Resist pressures to core-fund community groups or agencies except where they are acting as agents of the Ontario government, e.g., providing a service which the government believes it has a responsibility to provide."

Once again, we're talking about a service that is clearly within the provincial jurisdiction. Settlement services are not a federal responsibility. They are a provincial responsibility. You have, as a government, always reneged on your responsibility. The situation is getting worse instead of better.

Now you're taking limited resources and ploughing all of those resources into Welcome House and cutting back on the funding of grants to the voluntary agencies, and are still no closer—unless you can correct me today and I'd be very pleased to be proved absolutely and utterly wrong—I don't believe you are moving an inch closer to the concept of core funding.

So, all the agencies are living from hand to mouth, year after year, scrambling around trying to get a little grant here and a little grant there, and a third grant over here. The federal government shafts them with the 36-month imbecility—that they will only pay for a service to a new Canadian who has been here for less than 36 months. After 36 months somehow a magic transformation is supposed to have taken place, and somebody

who doesn't speak English is all of a sudden able to speak English and wend their way through the bureaucracy and deal with all of its myriad complexities.

But you don't respond to that either. All you do is fund in dribs and drabs—a project here, a little event there—and you still refuse to accept the responsibility for core funding.

Now, you're cutting back in absolute terms. You're cutting back from \$872,000 last year to \$695,000 this year. Why don't you tell me which agencies you intend to close down? Why don't you give us a list right here of the agencies that you intend to see fold in the coming year?

Or perhaps you would choose the course of wisdom and tell us that you're prepared to move towards core funding, that you're tired of playing the federal game, you're tired of passing the buck, you're tired of shirking your responsibilities, and that you're willing to accept the responsibility for core funding so that these community-based voluntary agencies, which all of us rely on and which you rely on yourself as a government, can continue, not just to exist but to expand and to achieve a measure of stability.

**Hon. Mr. Baetz:** Mr. Chairman, I'm glad that at least we have agreement on the basic philosophy governing the relationships between volunteer agencies and government.

**Mr. McClellan:** But you don't accept that though. You're moving Welcome House in to stomp on all of the voluntary associations.

**Hon. Mr. Baetz:** No. We have made it very clear. I have personally met with and am willing to meet with the agencies again if they have any concerns about our services, our bureaucracy—as you call it—“stomping” out the voluntary agencies. There is no intention to do that. There is no indication it has been done or that it will be done.

**Mr. McClellan:** Where is the money? Where is the core funding on these estimates? Point to me the item and the vote where we have core funding for these agencies.

**Hon. Mr. Baetz:** I'm sure that Ms. Eastman or Mr. McPhee could very quickly provide you with the precise details. I have them. But I should simply say that on the core funding you have indicated that this is strictly, I think you said, a federal responsibility.

**Mr. McClellan:** No. I said it's a provincial responsibility, which you are always

trying to dodge off on to the federal government.

**Hon. Mr. Baetz:** As a matter of fact, the responsibility for providing settlement service is really a shared responsibility between the federal government and the provincial government. It isn't clear cut that at the moment an immigrant comes in he becomes a provincial responsibility. There are formulae which govern the kind of responsibility the federal government assumes and that assumed by the province.

On the core funding, year after year we have provided funding to some of the established agencies. I think you know—and I know from my many years of work in the voluntary-agency field—that immigration from a particular country doesn't remain at a sustained level. There were, for example, far more west Europeans coming in 10, 20, 25 years ago than there are today including refugees from eastern Europe. That whole tide has long since subsided. So the work of the agencies that were established to meet those refugee flows has somewhat subsided.

**Mr. McClellan:** That's not an argument against core funding. That's an argument for multiyear budgeting and coherent planning.

**Hon. Mr. Baetz:** Obviously the demand of those agencies declined whereas other refugee programs developed. The best example of that is, of course, the arrival of the so-called “boat people.” With the arrival of the boat people we had new organizations spring up—for example, Operation Lifeline; there were others. But we very substantially increased our grants to these organizations.

If any of these organizations—including Operation Lifeline or any of the local groups which have received some funding from us—can prove to you or are telling you they are totally underfinanced by the provincial government, I would like to hear from them. I do not think you are going to get that kind of comment from them.

**Mr. McClellan:** I think you have a commitment to follow up because the very first thing a number of us did when we were first elected in 1975 was have a meeting with Bob Welch on this very point. That was followed up with some meetings between the minister and a number of representatives from the service community. Mr. Welch was able to obtain some salvation money for the network of agencies.

But the basic problem has never been resolved; that is the total and chronic in-



stability of their funding base. They are still relying for more than half of their budgets on federal money which is tied to the crazy 36-month requirement and all of the administrative red tape that involves.

The province still is not paying its fair share, number one. These are citizens of Ontario. They have a legitimate claim on services from the government of Ontario. You just have to look at the percentage, the cost sharing; it is in the order of 30 per cent usually. You are not paying your fair share and you haven't adjusted the issue of core funding to provide for stability.

But I will take your comments as a commitment and we can follow this up with some formal or informal meetings, whichever would be the most useful, to continue to try to come to a satisfactory resolution of a problem that has been with us since the 1960s.

**Hon. Mr. Baetz:** As you know, some of these agencies—when you speak of core funding, you are suggesting that they go on and on and on.

**Mr. McClellan:** What did I say?

**Hon. Mr. Baetz:** They are voluntary.

**Mr. McClellan:** I said there should be coherent planning; there should be multi-year financing; I did not say they should go on for ever and ever, amen.

I am arguing for a rational funding program so that they are not facing extinction every seven or eight months; so people have the capacity to put service in place and to service the community while the need is there; so there is some kind of coherent planning mechanism to evaluate the ongoing need for the service after a reasonable interval of time. I would suggest to you that six months' crisis funding does not serve anybody.

**Hon. Mr. Baetz:** Quite a few of these agencies that were established to provide services to the boat people, and Operation Lifeline is a good example, have said to us very clearly: "We see ourselves out of business in a year or a year and a half. We do not want to continue on an ongoing basis."

**Mr. McClellan:** But I am willing to predict that once the Chinese community has been in Ontario for a few years, it will develop self-help organizations within the community that will be providing a range of benefit services to that community. They will then be in the same predicament that services to the Portuguese community or the

East Indian community are in today unless you alter your policies.

**Mr. McPhee:** If I may, Mr. McClellan was out of the room when we explained the amount in the grants fund. For some of the reasons he stated we have moved funds out of the newcomer integration grants fund—which is project funding for three years—where those funds were covering the cost of community classes which are ongoing, and have moved them into the newcomer language/orientation funds. There is no time limit on those.

3:20 p.m.

So there is actually a modest increase in the overall grants program exclusive of the refugees, which is an additional \$700,000. But I would like to report that, as the minister stated last year, we are reviewing this whole grants area. The review has been completed in the native area—

**Mr. McClellan:** Yes, I am aware of that.

**Mr. McPhee:** —and without prejudging what may happen in this area we have moved into core funding, program funding and project funding for that area. The newcomer integration grants review should be completed this month. We are working with the agencies on that.

**Mr. McClellan:** I don't want to stop you, but if I could say so I intended to congratulate you for moving into core funding when we got to talking about programs for native people and native communities. That has been a bone of contention for an equally long period of time, and you seem to have seen the light in that area. I just hope that you can make the same decision with respect to what we are talking about here.

**Mr. McPhee:** The other point you raised, Mr. McClellan, with respect to the article which I just saw, the movement of Welcome House is of the existing Welcome House. There is absolutely no expansion in service. There is one school for English as a second language in Welcome House which serves as our lab in development for the profession, which we support.

We are very much aware of the concern in the community. Staff have been carrying out a round of consultations and the first round is completed. The staff person in charge is here and can give details, if you wish.

I met last week with the former president of COSTI, Dr. Magagna, and he startled me by saying COSTI will have to close downtown because of the expansion of Welcome House. I was able to assure him that was

not the case. The school has the capacity of about 150. It is not being expanded.

What we do hope to do is simply to provide a better location and multilingual information about a variety of Ontario government programs. I think that Dr. Magagna was fully reassured by that. There is no competition at all.

I think the Vietnamese are a good example. They were brought in by the feds to the Waldorf Astoria and the head of the household was taken to a Canada employment centre. The rest of the family is left hanging and they come to Welcome House the next day. Then when they are placed, wherever it may be, it is the local agencies who take over.

We provide an emergency service to them. Indeed, we are housing the Vietnamese Fraternal Association, as well as Operation Lifeline, in the building. Those are two new agencies we have helped bring to life this year.

But there is absolutely no competition. At the same time, I fully acknowledge that perception exists in the community. We are addressing it.

**Mr. McClellan:** Yes. I am just amplifying it here; I am not making this up. It is what people say and have been saying as long as I have had any involvement with the network of agencies, which is now in excess of 10 years.

The problem still is not solved, and you cannot compete with them. These are voluntary, indigenous, benefit societies that come up naturally as part of the growth of each successive new community and you have a responsibility, as you say in Mr. McPhee's—I guess it is Mr. McPhee's—position paper. You have a responsibility to nurture those kinds of institutions and to support them on a stable basis.

We will look forward to the results of the review with a bit of optimism, in the light of your decision with respect to native organizations.

**Mr. Eakins:** I am just wondering if item 1 is the place where I might get some information on the operation of the Ontario Camp Leadership Centre, Bark Lake. Does this come up under leadership or citizenship?

**Hon. Mr. Baetz:** I think that is under recreation.

**Mr. Chairman:** That is vote 3006.

Item 2, special services for native peoples:

**Mr. Eakins:** I wonder if you could report on the progress of a program to assist our native people with management skills. I'm

thinking of Ogoki Wilderness Lodge Limited. Do you have a report on this?

I know it had some problems getting off the ground. I hope that by now things are going well and it has provided the opportunity that was intended for our native people—to develop management skills. I wonder, Mr. Boden, if you could bring us up to date on its operation, how it's progressing, the people who are taking advantage of the location and the general administration.

**Mr. Boden:** Mr. Chairman, the responsibility for Ogoki Wilderness Lodge Limited is now in Hon. Mr. Brunelle's area. However, I could answer a few questions or give you a little bit of updating on it.

The lodge was turned over to the native people, who formed a corporation. For the past two years it has been operated by the native people in that area. The occupancy rate has not been what we would have hoped for. This past year it was approximately 11 per cent, therefore it wasn't open all the time.

We are currently in negotiations with Ogoki Wilderness Lodge Limited to attempt to bring the management skills up to a better level. That seems to be the major issue at this point.

**Mr. Eakins:** Is it because of the location or because of the advertising? Are people not aware of its existence?

**Mr. Boden:** There have been some communications problems between the wholesaler in Thunder Bay and the organization itself in bringing people to the lodge. Those who have attended the lodge by and large have been most expansive in their response to the scenery, the facilities and the fishing they are able to do. It's not an inexpensive program; it costs about \$115 a day plus guide. However, the main users have been corporations or businesses in the northern United States. They find it well within their budget for a mix of business and pleasure.

There is a lot of optimism at one level that this can be a viable organization. Our concern is that management skills are developed to the point that it at least operates at a 50 to 80 per cent occupancy rate to become self-sufficient.

**Mr. Eakins:** Right now it's 11 per cent?

**Mr. Boden:** Yes.

**Mr. Eakins:** The administration comes under Mr. Brunelle, but your ministry contributes some funding.

**Mr. Boden:** Yes.



**Mr. Eakins:** What is the funding at the present time? Is it on an annual basis, the same each year?

**Mr. Boden:** It has been on a sliding scale.

**Mr. Eakins:** Is this according to the terms of the agreement which was signed by Mr. Brunelle?

**Mr. Boden:** Yes. There was agreement which related to the occupancy rate. The amount we're negotiating this year is the sum of \$25,000. This would be the final payment to Ogoki Wilderness Lodge Limited from the government of Ontario.

**Mr. McClellan:** I wanted to ask a couple of questions about the native community branch. Would this be an appropriate time? 3:30 p.m.

You caught me off guard. I really wanted to know two things, if I can remember what they were. One is to obtain a status report on the task force on urban natives which the ministry has been involved with together with the Indian Friendship Centre here in Toronto, as well as a number of federations and groups from the native community.

Has the task force report been completed? Is Mr. Boden here? Oh, there you are.

**Mr. Boden:** I'll be happy to answer that. The task force continues until August 31. At that time we expect the research group to present a report of their 18-month findings to the task force.

I might note that it is made up of the ministries of Community and Social Services, Health, Housing, Culture and Recreation, and the Canadian Mortgage and Housing Corporation—it also has some funding from other sources—as well as the three major native organizations, the Ontario Metis and Non Status Indian Association, Ontario Native Women's Association and the Ontario Federation of Indian Friendship Centres.

They will report to the task force, which is the combined ministry and native leadership group. That task force will continue trying to develop reactions to the report of the research group.

**Mr. McClellan:** It's my understanding that the task force sees its role as developing a concrete response to the work that's being done; that the people who are on the task force are not seeing this as just another one in a perpetual series of research studies; that they expect, out of the work that's being done, there will be some concrete recommendations for a program at a number of levels and some concrete results. That certainly would be a first and a welcome change from the endless process of microscopic in-

spection that the native communities have been subjected to over the last 20 years, Mr. Chairman.

What I want to know is what kinds of structures have been set up or will be set up within the Ontario government to respond to the concrete proposals that will be coming from the task force, and who will be funding the program that emerges from the work of the task force?

**Dr. Wright:** Mr. Chairman, perhaps I could speak to that portion of the question. I think it may be a bit premature to try to anticipate at this stage how that will unfold. At the most recent meeting of the steering committee, which I had the privilege of co-chairing, it was decided that we should prepare explicit plans for the work that will be required following the tabling of the research findings. There is to be a meeting, I think within a few days, followed by another meeting of the task force in June or late May to receive that report and to prepare those detailed plans.

As you acknowledged, we're really very optimistic about the whole process. It represents a number of significant innovations, not only in the sense you indicated, but as well in the degree to which the work is actually being executed by the people who are most concerned—that is, the native people themselves. Yet it is designed to be very critical and, I hope, insightful, in terms of sorting out what works and what doesn't.

Following the vein you described a few moments ago, it would be our hope that the task force will on receipt of the results create some sort of process to digest their findings and so be able to prepare recommendations arising from those findings. In turn, and I hope that this will not be a particularly time-consuming process, I would expect that there would as well be some reference, say, to the cabinet committee on native affairs as to the implications for the government of Ontario. Of course, there would be implications as well for federal government agencies and other players.

**Mr. McClellan:** Which ministry or which government body is going to assume responsibility for co-ordinating the government response to the task force? Is it your ministry, or the cabinet committee, or Mr. Brunelle?

**Dr. Wright:** That has not yet been determined. We have assumed a responsibility, with very effective co-operation from all the other ministries, in a lead position on the work to this point, although the cost sharing has been equal among the ministries. It may be that at a certain stage that work will continue and we would be able to continue to

provide some leadership in that. It may, however, pass over to be the responsibility of Mr. Brunelle as chairman of the cabinet committee on native affairs as the thing proceeds at that point.

We have been very closely involved in this, and there is very effective co-operation among the different parties in the Ontario government.

**Mr. McClellan:** It sounds like co-operation without co-ordination. It leads back to the question, who's carrying the can?

**Dr. Wright:** We are, at this stage.

**Mr. McClellan:** Okay. I've argued in the past that I thought it made sense to take the branch out of this ministry and to put it under the jurisdiction of Mr. Brunelle because of his designation as the cabinet minister responsible for native affairs. I still think that makes sense.

The review of the branch which was completed last year, I guess, left this question up in the air. What did it recommend? What was the determination under the review process around the proper location of the branch?

**Mr. McPhee:** The conclusion was a reluctant one; "that the Ministry of Culture and Recreation was probably as good a location as any," I think was the exact quote. It talked about the considerable overlap. The other point, of course, is that the branch has in the past three years increased its responsiveness to off-reserve native people.

**Mr. McClellan:** That was its original mandate. It has gone full circle.

**Mr. McPhee:** I know, but for whatever reasons that didn't happen. Mr. Brunelle's role has been very significantly concentrated in the negotiations with the federal government with respect to the status people. In the sense that Hon. Mr. Baetz has been named as the lead minister to deal with the off-reserve people and provincial organizations, these were some of the considerations.

Of course, it's a part of the historic citizenship division and relates to the legislation—section 8(a) of this act.

**Mr. McClellan:** Except that it used to be in the Ministry of Community and Social Services. There's nothing very historic about it. It keeps getting bounced around.

**Mr. McPhee:** The division gets bounced around. The division was in the provincial secretariat, citizenship, then Social and Family Services, then the Ministry of Community and Social Services and now Culture and Recreation. But it is largely the same division, animated by section 8(a), calling on the pro-

motion of full and equal citizenship for all residents of Ontario.

**Mr. McClellan:** Is the native community branch involved in the machinations of the tripartite agreement in the Treaty No. 3 area?

**Hon. Mr. Baetz:** We're involved, yes.

**Mr. McClellan:** In what capacity? As one more actor?

**Mr. Boden:** Maybe, Mr. Chairman, we could have that question phrased a little more clearly?

**Mr. McClellan:** I'll remove the rhetoric for you. What is the participation of the branch in the work of the tripartite commission in the negotiations around an attempt to develop a program of economic and social development for Grassy Narrows and Whitedog?

3:40 p.m.

**Mr. Boden:** That is the mediation agreement that comes under the tripartite process. We are basically a support to that process. I occasionally attend some of those meetings. Specifically, the recommendations out of the Whitedog-Grassy Narrows mediation are the responsibilities for a number of line ministries. Our ministry will be taking responsibility for the areas that are its direct responsibility.

The major claim right now relate to matters within the Ministry of Natural Resources.

**Mr. McClellan:** Who, then, is the principal provincial co-ordinator? The cabinet—

**Mr. Boden:** There is a cabinet committee on native affairs. It is the cabinet committee.

**Mr. McClellan:** Have you made a final decision around the location of this branch, or is it still under review? It just seems strange—to use a relatively neutral term—that this service, which is a co-ordinating function, continues to be dispersed between at least two ministries.

It strikes me there are real advantages to locating it within a unique cabinet portfolio; that it be given status and importance, both in public terms and in terms of the ability to draw upon the resources of the line ministries to get services into the community. I never know whether you are trying to be a line ministry or a co-ordinating ministry, and I don't think you do either. I think that has been one of the historic confusions around the native community branch. I don't consider it is any closer to resolution today than it was in 1969.

**Hon. Mr. Baetz:** I think this area of public life and government's response to it, both federal and provincial, has got the—



**Mr. Martel:** It's a disgrace.

**Hon. Mr. Baetz:** Well, I wouldn't say disgrace.

**Mr. Martel:** Sure it is.

**Hon. Mr. Baetz:** It is certainly a complex, ravelled situation.

**Mr. McClellan:** Discombobulated.

**Mr. Martel:** In the middle sits the native community not being served.

**Hon. Mr. Baetz:** This is true. You could certainly develop a rationale for having the native community branch rest with Mr. Brunelle. You can even develop a rationale for keeping it where it is. It is both logical and illogical.

Frankly, this is an area that has been of personal interest to me for at least 20 years. I will be the first to congratulate anybody who comes up with the answer, the solution, the perfect model. The fact that you have two governments involved certainly does not simplify matters at all. But we can say we are doing the best we can, the best we know how at this time.

**Mr. McClellan:** Does anybody here have any sense of a breakthrough around the mediation process—that we are close to some kind of resolution there?

**Hon. Mr. Baetz:** I don't think it would be accurate to say that there is any kind of an enormous sense of immediate breakthrough. I think the negotiations continue in good faith, the deliberations continue in good faith, and there is some hope. But would we want to sit here today and promise that by this time next year we have the solution—

**Mr. Boden:** The negotiations are in the hands of Mr. Jolliffe, who has a good political background. He might—

**Mr. McClellan:** He certainly does.

**Mr. Martel:** As a sweetener for the pot. That's part of the problem.

**Hon. Mr. Baetz:** As a last resort, we have turned it over to him. We said, "Let him have it for a while."

**Mr. Chairman:** Have you finished, Mr. McClellan?

**Mr. McClellan:** Except to ask that I receive a copy of the research report being prepared for the task force when it is completed. Would that be possible?

**Hon. Mr. Baetz:** Yes.

**Mr. McClellan:** I will pursue the other thing with the cabinet minister who claims to have a co-ordinating role.

**Mr. R. F. Johnston:** If I may, I would like to take about two minutes, because other caucus members have important questions they would like to ask as well. But I do not want to downplay the importance of the matter I want to raise and therefore I want to put it before you, Mr. Minister. It is to do with the translation services.

I am disappointed by the way the Legislature responds, especially to the French community in the province. I am concerned about the policy of the charge-back emphasis in translation fees. I see that as a deterrent to usage and would like to have some explanation as to why there is such a heavy emphasis on charge-backs in the use of translation services.

I also want to know—and this can be tabled later on if that would help expedite matters—the kind of delays a number of people have experienced in getting translations done. I refer, just as an instance, to the Queen's Park pamphlet which is available in English but is not in French; it will not be printed until June I understand. It seems to me that is symbolically incorrect. It should be available in both languages at the same time and I think that should be an important priority of the government at this point.

Those are my questions. I have other concerns, but I would also love an explanation of the financial statement. It notes the general financial changes, explaining the savings involved. I cannot understand them, and I would like that to be tabled at some point.

**Hon. Mr. Baetz:** All right. As an initial response, I can only say we too are concerned about the charge-back procedures. We have asked that a review be done on it. I do not know—has any date been set for that review to be completed?

**Dr. Wright:** I think it is in hand. The review of the charge-back procedures is being handled by management now.

**Mr. R. F. Johnston:** It is under review now?

**Hon. Mr. Baetz:** Yes, it is. We recognize there are some problems in this that have to be sorted out.

On the matter of the time lag in getting things out in French, that is a universal problem. That does not mean we do not have to try to cope with it as best we can, but it is a universal problem. I was interested, in having a chat with my counterpart in Quebec some months ago, to find they have exactly the same problem there with English.

**Mr. R. F. Johnston:** Maybe we should use each other's services.

**Hon. Mr. Baetz:** We should not use each other as examples, I know that. But in both instances, I think we have to do the best we can and try harder.

Vote 3004 agreed to.

On vote 3005, libraries and community information program:

**Mr. Chairman:** I should remind the committee we have one hour and two minutes left.

**Mr. Isaacs:** I will be as brief as I can. I came to the estimates debate today because I am concerned about the governance of the public library system.

I know you have received, Mr. Minister, a great number of briefs from municipal councils and from groups representing the public library field. I wondered if you could give me an indication of where that matter stands. Do you have any plans to change the present system of appointed public library boards?

**Hon. Mr. Baetz:** If there were a consensus throughout the province on whether the library boards should be appointed, elected, or should be appointed by the municipal councils, it would be a relatively easy matter to take the necessary legislative and regulatory steps. But as you probably know, there are about as many different opinions as there are library systems.

The typical feeling among municipalities is that as long as the library boards are independent, with only a few municipal appointees on them, they tend to be irresponsible in budget control, and so on. I am sure you have heard these arguments made.

Conversely, we hear the argument from the library boards that if they come under municipal control entirely you cut back on citizen participation in the development of the libraries. There will be less leadership than there is now because the overworked and busy elected municipal officials will not have the time or the inclination, in some cases, to get behind the boards and do the work properly.

So you get two different and quite conflicting arguments. Personally as the minister, I have taken some steps on a number of occasions to maintain the system where they are not made up of representatives of the municipal board. As you may know, some steps were under way in the city of Ottawa and the city of Nepean, among others, to have the local governments take over. That required legislation, and frankly we stopped it.

Now that made us heroes to some and it made us look like reactionaries to others. It

is something we are in constant touch with, with the libraries, with the library councils, and we are looking for more light on the subject.

**Mr. Isaacs:** That is fair. At least you do not have a closed mind on it.

**Hon. Mr. Baetz:** Not at all.

**Mr. Isaacs:** I would suggest the real problem we face is one of accountability. There are different ways of dealing with that accountability, but somehow we have to find a way wherein the library board is more accountable to the taxpayers of this province. I suggest the accountability is lacking at the moment.

To keep things brief, I would like to pick on one specific example, and that is the Niagara regional library system.

**Hon. Mr. Baetz:** Yes.

**Mr. Isaacs:** As I am sure you are aware, that regional library system is no longer operating. It is bankrupt, or as bankrupt as it is possible for a library system to be.

It is my understanding, Mr. Minister, that you advised that library board a couple of weeks ago you would continue their grant for the next two years, meaning the library system will be receiving something like \$400,000 this year and next year for providing absolutely no services at all, simply to wipe out the debt.

That does not seem to me to be the best way to do things. To pay money for no service does not make sense. I have difficulty justifying that. I would appreciate your comments.

**Hon. Mr. Baetz:** As you know, Mr. Chairman, we discussed this at some length yesterday. The formula we have agreed with is the one presented to us by the new board for the regional library services. They felt, before they could resume services at any level, they should retire their debt which is very substantial, as you know. It is almost equivalent to two years of operations. But that was their proposal to us.

Now I agreed yesterday to meet with the local libraries. I don't expect all of them will come, but no doubt some of the large ones will come. I will also be prepared to meet again with Mr. Bird, who is the chairman of the board over there, and his group to look at how we can liquidate the debt with dispatch, and resume at least some of the services.

As we noted yesterday, the most important services are the interlibrary loan system and a courier, which might cost something like \$80,000 a year. But you cannot score them for wanting, in the first instance, to pay off



the debt, because half of it apparently is in bank loans and the other half is owed to providers of goods and services, large and small, throughout the whole region. They want to pay off those first and then look after the bank loan.

But anyway, we are fully aware of the problem and we will look forward to meeting with them.

**Mr. Isaacs:** You are suggesting the new board does this, but my problem is that the new board is not accountable either to the people of the region, or to this government in any direct sense. Okay, the board has decided this is the way they want to do it, but who are they speaking for? Who are they representing?

**Hon. Mr. Baetz:** The board is appointed by the local libraries. It is not appointed by us. It was not elected at large. It is responsible to the local boards throughout the region.

**Mr. Isaacs:** That is right, and the local boards are indirectly responsible to the local councils and to the local school boards, and the thing is so far removed from public accountability that that board can do whatever it wants, which is probably how this problem arose in the first place.

I wonder what steps your ministry is taking to ensure that this kind of problem does not ever arise again, in any library board, region or all over.

**Hon. Mr. Baetz:** As I indicated yesterday, we realize that the situation in Niagara, while most unusual, has illustrated some possible weaknesses in the accountability. Along with the library council and others, we are considering changing legislation to block up any loopholes or to make the boards more accountable. But the situation there was, as you know, most unusual and most unfortunate.

**Mr. Isaacs:** I understand that Thorne Riddell are the auditors in that situation. Are they working for you, or are they working for the new library board?

**Hon. Mr. Baetz:** They are working for the new library board. But Mr. Roedde would want to reply to that. He has been in touch with them all along.

**Mr. Roedde:** They are working for the new library board and they are meeting regularly with the library board to go over the accounts and make decisions regarding paying off the substantial debt.

**Mr. Isaacs.** Mr. Roedde—or to the minister—is the ministry involved in that whole process, to ensure that past money was spent

wisely, to ensure that everything the board was engaged in was above board, so to speak?

**Hon. Mr. Baetz:** As we indicated yesterday, when we first heard about the possible problems over there, Mr. Roedde got in touch with them. There were audits set up at the time.

It is not a case of our walking away from the scene and saying, "It is your responsibility." The ministry had an ongoing interest in it and did work with the board.

If you want any further details, I am sure Mr. Roedde could provide them. Probably you have put your finger on a possible weakness, the accountability, because here is a board that is made up of local library boards and this regional board provides services to the local libraries. So one could ask, what is the regional board really interested in? Are they interested in getting services or are they interested in controlling budget, or what?

It is something we are going to have to take a good, hard look at.

**Mr. Isaacs:** When the committee was discussing the Royal Hamilton College of Music earlier, there was the suggestion that government assistance would not be provided until the government was absolutely assured the management of the place was proper. Yet government money was being provided to this library board during a period when it must have been going downhill and there must have been something desperately wrong with the management. I do not understand that contrast.

It is coincidence that it arises this afternoon, but it seems to me that if \$400,000 a year is going to a library board, the government had better be sure it is being spent properly.

**Hon. Mr. Baetz:** That is certainly a worthwhile and valid admonition and it is one we try at all times to follow. But as you know, in Niagara and the library question, there was not only mismanagement but also pathological or deliberate withholding of vital information by the management from the board.

4 p.m.

**Mr. Isaacs:** That's right, but you're suggesting that may not be something of great concern to your ministry. It seems to me in that circumstance there is room for you to appoint staff to go down there, step in, do an investigation and find out exactly what happened.

**Hon. Mr. Baetz:** This is precisely what happened. I think Mr. Roedde was down there on three or four occasions, but certainly audits were established. Perhaps he would want to reply in more detail.

**Mr. Roedde:** Mr. Chairman, Mr. Minister, the main action of the board in 1978 was to engage a management consultant firm to advise them on improving the management of the organization.

There had been problems. The director had had a heart attack in 1977. There had been expansion of the operation and increased costs. The board had taken a decision to borrow money without approval of the ministry, in spite of the indication on my part that greater care should be taken in the operation of the service and greater care taken before decisions were made.

I had to assume this had some connection with the illness of the director, but I could see that the board had confidence in the director, that he was managing adequately, and that he would be able to implement the recommendations of the management consulting firm.

The management consultant's report was considered by the board at the end of 1978. The board asked for implementation through 1979. Unfortunately, the director was unable to implement the recommendations adequately and he withheld from the board and from myself the auditor's report for the previous year, which indicated a substantial deficit. We, therefore, did not have hard information.

In spite of constant requests and assurances by the director that the information would be forthcoming, the information was not presented to the board or myself until a meeting of the Niagara board on September 20, 1979. At that meeting I participated with the director, the financial manager, and the chairman of the board in a recommendation to the board to close the entire centre down.

That was done, but at that point the debt had increased horrendously. The manager had not paid bills. The accounts at the end of 1979 were unauditable. The meeting I had with the board in January indicated that a good deal of work on the part of accountants would be necessary before an audit was complete, and it has not at this point been completed.

**Mr. Grande:** You don't know what is going on? Good heavens.

**Mr. Roedde:** I'm afraid that the director, who is no longer living—he died of a heart attack just a few days ago—kept information

from the board and from the ministry. We were, therefore, unable to reach a decision regarding the closure of the centre earlier than September 1979.

**Mr. Isaacs:** And your response to that, Mr. Minister, is to say, "Okay, the province will pay off the debt and that's the end of it." Is that right?"

**Hon. Mr. Baetz:** Well, what would you suggest? That we simply refuse to pay off the debt and that the creditors can go whistle? Who pays back?

**Mr. Isaacs:** Somebody has to be responsible and its obviously most unfortunate that there is an individual involved who is no longer alive and able to come to us today and explain his side of the story. But surely if there's a library board down there too, the members of the former library board are still around. There must be someone around who's responsible.

It's more than just bad management. If business people or if union leaders or anybody were involved in that kind of thing, you'd be taking action before the courts.

**Hon. Mr. Baetz:** It's not a closed book, I can assure you. We will have to work with the board; we will have to see what services, if any, can be reinstated. We may look at the possibility of action on the individual board of directors. I wouldn't say that's going to be a very useful exercise. I think we have learned a lesson. Fool us once, shame on you; fool us twice, shame on us.

**Mr. Isaacs:** I look forward to hearing more about it.

**Mr. Grande:** Shame on you.

**Hon. Mr. Baetz:** All right.

**Mr. Isaacs:** I have one other item, Mr. Chairman; simply a request for information that overlaps items 1 and 2. Maybe I could deal with that now. It relates to the information access program and concerns—

**Mr. Chairman:** Excuse me. Mr. Epp, do you have a question with respect to the Niagara regional library system?

**Mr. Epp:** Yes. I realize it was discussed yesterday at some length, Mr. Chairman. I'm just wondering, particularly with respect to the auditing, is there no procedure in operation whereby if an audited statement is submitted it's submitted to the board, rather than to the manager?

I find it particularly surprising that the manager, the person in charge, received a copy of the audited statement and was able to keep it from the board for some time. I would have thought copies would have gone



to the board simultaneously with it going to the manager, and the manager wouldn't have the only copy Thorne Riddell produces on this particular item. I find that surprising. Maybe I'm on the wrong track, I don't know.

**Mr. Roedde:** The director is also the secretary of the board and he receives a copy. I understand he rejected the audit on a number of grounds. He believed various items were incorrect. He was not right in rejecting them, but he said to me and he said to the chairman of his board that the audit wasn't complete. He, in fact, had the audit but he did not distribute it to the board or to me.

**Mr. Epp:** Is this common, that a person would reject it because it wasn't complete? Or was he just doing it in order to postpone the day when eventually he would have to account for his actions?

**Mr. Roedde:** I'm afraid he was hoping for a miracle, some great increase in the number of libraries using the cataloguing centre, or an increase in funding of some kind. He was acting desperately and all it did was postpone the date and increase the trouble and the whole problem.

**Mr. Isaacs:** Just very quickly—and I know you've looked at information access before, but public-library people are concerned that information access appears to be encroaching on their area. To give the kind of concern, even in your briefing notes, on page 175, there's the comment the information access division "is to provide direction to the library and community information services branch."

There is the feeling that information access is a super thing that's going to take over all the planning activities within the ministry. Can you allay those fears or have they some basis?

**Hon. Mr. Baetz:** I think we can allay those fears and have already done so to the libraries. The advisory council was in last week. We talked about it. Information access is not going to take over the function of the libraries, nor will it take over the functions of the community information centres.

**Mr. Grande:** In the next few years the community information centres are going to dry up and you know it.

**Hon. Mr. Baetz:** No. I'll go on record to say they won't.

Vote 3005 agreed to.

On vote 3006, sports and fitness program:  
4:10 p.m.

**Mr. Martel:** I have been watching the clock anxiously. I want to return to a theme of mine.

As the minister knows, I have plagued him with a constant series of letters in the past two years. I will begin by saying I am not particularly happy that government has to get involved in hockey, but at the same time I don't think government can walk away from it.

The questionnaire which was sent out wasn't as tough as I would have liked it to have been but the report done by Dr. McPherson and Lloyd Davidson is, in my opinion, a sensitive, sensible and hopeful document for kids, providing we do not allow some of the hockey moguls to do what they are planning to do.

I couldn't help being intrigued one evening while listening to the Barbara Frum show, when none other than Mr. Phil Vitale from Metro Toronto was on with Dick Beddoes and they indicated that the report was already out of date. I have twice written to Barbara Frum to indicate my displeasure at the comments. Obviously, she fails to invite me to be on her program and I wouldn't be so bold as to invite myself.

I was struck by someone like Vitale, or even more struck by someone like Dick Beddoes, saying the report was out of date. I not only thought it was stupid but I thought here were some macho types who still believe the game is one of violence, who still think you go around hammering kids and it's great fun.

I want to relate a couple of incidents. I was in Sault Ste. Marie recently at a hockey tournament with peewees; that's ages 11 and 12. I have a son who plays hockey for one of those teams. As you know, Mr. Minister, we do provide the finest of equipment for children. Maybe that's part of the problem; the equipment is so good there's a tendency to test it, usually on some kid's head.

My son is a big fellow. He weighs 68 pounds soaking wet with all his equipment on, and he got hit from behind, where a child has no opportunity to defend himself. He was knocked cold. He ended up in hospital and spent 24 hours there for observation. This occurred with the type of equipment we provide today. There was a two-minute penalty assessed. What in God's name are we tolerating in our society?

I spent another weekend at an arena with a friend of mine whom I used to work for, by the name of Carl Butcher, and who happens to be director of education for the ministry in Sudbury. We were at a game together and we were sitting there watching it.

I wouldn't have believed it had I not seen it for myself. The same team, the same level,

10, 11 and 12, running at each other right across the ice. No one was paying any attention to the puck, they were too busy looking to see who was going to hit them from behind.

I have a friend who is mayor of a municipality whose son, aged 14, on three occasions this year has been on crutches for ankle injuries, with skates far superior to anything any of us in this room ever had.

Finally, a fourth case I just throw at you; a man in Sudbury who is a director of the Workmen's Compensation Board whose son had a ruptured spleen in a game this year.

If you listen to the hockey moguls, they say this report is out of date. Someone's blind somewhere. I know the minister ordered the study—the second one in five years, by the way, in Ontario; I think the other one that Bill McMurtry undertook was in 1974. We met with them then to voice our objection to what was going on.

I guess what I appreciate about this second report is that it says quite simply: "This study was undertaken so that the future generations of children in Ontario could have the opportunity to participate in hockey, at whatever level of involvement they choose, in an environment which fosters enjoyment, learning and equal and healthy competition in that order of importance.

"Furthermore, children should have the opportunity to learn to play as well as possible, and to learn to enjoy that the game is more important than winning any single game or tournament."

If one looks through some of the excerpts, so I won't be quoted as being biased—and I am biased, but I am not alone in my bias. For example, one might look to the captain of the Canadian Olympic hockey team, Randy Gregg, who said, "A player who fights shows a lack of discipline."

I am convinced there are still coaches who send kids out to fight. I would stake my life on that statement. We talk of someone like Neil Colville—we show our age when we talk about Neil Colville—but I can remember his participation. He put more emphasis on skating and stick handling than on body contact. He said, "It's a sad thing when you see a 10-year-old skating up the ice, looking over his shoulder."

Again quoting Neil Colville: "Half the coaches are picked off the street. They don't know what they are doing. There should be seminars for coaches." I am going to come back to that, because this report recommends it. "In attempting to do that, the hockey moguls are going to get out of the Ontario Hockey Council." What does that say about

some of the people involved? It's a sad commentary.

Here's what another player, Bill Mosienko, says: "A kid carries the puck now, and there is a guy four feet behind him. He wraps the stick around him on one side and reaches and grabs the guy with his other hand, and they don't ever call it."

Finally, Brian Hextall—he's fairly tough, if you have ever watched him: "We never had our parents out there raising Cain. Now you go to minor hockey games and you hear the parents screaming: 'Kill him. Hit him.' I say, chain those people up some place—lock them up."

You could go on and talk about Bobby Hull who this past winter was one among others who took his own son out of junior hockey, "because it's sheer mayhem." You can talk to Bill White, who played professional hockey and coached junior. He got out.

We have a very sensitive report that makes some very sensible recommendations. I want to talk about only a couple, not in great detail because I'm sure there are people who want to speak on other topics.

We talked about providing some funding which I hope will lead to 10 areas where we will have clinics for training coaches and referees in proper attitudes, and—although I'm not sure how we would do it—for training parents in proper attitudes.

Apart from removing body checking, the most sensible suggestion for removing hockey violence is one that not many people have picked up. That is to ban the use of a stick above the waist. I am absolutely convinced that, if we started to enforce that one rule, 90 per cent of hockey violence would be removed. The puck is on the ice—you can't convince some people of that—and the only way you can move it around is by keeping your stick on the ice. I am convinced that if we saw that rule enforced, along with the one on bodychecking at a certain age level, most of the hockey violence would disappear.

4:20 p.m.

When I read the comments recently by people like Vitale, Beddoes, and Bloomfield—with Vitale taking the Metro Hockey League out of the Ontario Hockey Council, Bloomfield threatening to do so, and Larry Bellisle at least prepared to wait and see—it amazes me that they would even start that war chant, if I can call it that, on behalf of government getting involved.

Many of these same people have been asking for funding for amateur hockey. What they want is the funding and to simply sit back and say: "We can do what we want



with it. If we don't want to make it into a sensitive, sensible, pleasurable game for kids, if we want to have roughhouse tactics and mayhem on the ice, that's our business."

But it isn't just their business; it's our responsibility here. We don't have to have our children on the ice fearful of getting their brains bashed in. It's significant that we now know 85 per cent of the boys who reach age 15 drop out of hockey. There's got to be a reason for it.

If you take the time to talk to young people who are age 15—and I have another son, who is 15 and can well handle himself. He stands six feet, one and a half inches already and weighs close to 170 pounds. He's not afraid of the violence. But he says: "It's crazy. I'm not going out there to get killed. It's nuts. The sport isn't worth it." Hockey, which used to be our top-ranking sport, is now fifth.

It is interesting that the sports that are taking its place are those involving individuals—golf, swimming and tennis. There, they compete against themselves, and the pressures aren't on them to excel or to win.

I shouldn't say "excel," because we don't really place emphasis on excellence. Our emphasis is on winning at any cost. It doesn't matter if there's mayhem, if children are injured; it doesn't matter if you have bad refereeing. It doesn't matter what we do, the emphasis is on winning.

We as politicians—although I suppose if we took a poll none of us would want to get personally involved—would like to see it operate on its own. We'd like to provide the funding—and the minister has offered the funding; some \$2 million over the next three years—to set up the types of clinics and training that would lead to the proper and orderly development of the game. We have no alternative but to stay in the game now. The very people who want us out are the people who aren't prepared to clean up their own house.

I guess the minister has a serious problem. I for one am here to suggest to him as strongly as possible he must not back off under any circumstance. If Phil Vitale wants to take Metro hockey out, we get rid of Phil Vitale; we don't take Metro Toronto out. We don't allow the Northern Ontario Hockey Association out. These are our kids.

It's interesting to look at the conclusion of this report. It says, "Children's hockey is a game, not a business to entertain adults." But it is becoming a business. Have you noticed the number of hockey tournaments? There's one every bloody weekend.

They're taking kids out of school on Thursdays. The tournament at the Sault starts Thursday night. You have to leave Thursday at noon to start your game Thursday night. It's too big. I'm sorry, you don't take kids out of school to go and play hockey. It's become a business, and it's not meant to be a business. It's a game for kids.

Surely, it's time we realized that. We say we've had enough of this nonsense. It's a super tournament, and I enjoy myself thoroughly. But do we take kids out of school at 1 o'clock on Thursday to go and play hockey, and play until Sunday?

Look at some of the tournaments. There are 140 teams in them. We're crazy. It is a game for kids to enjoy.

I want to go on to the conclusion, because I think this is the most sensible part of the report. It says: "As such, children should have the opportunity to learn the essential skills of the game so that it can be played in a safe, enjoyable atmosphere. In recent years some adults have perceived the game more as a form of entertainment, as a business and as a means to enhance community or personal prestige. As we enter the 1980s minor hockey must be given back to the children and to the adolescents.

"Adults must redirect and limit their involvement to providing, in order of priority, excellent instruction in the essential skills (skating, shooting, puck control, positional play) and then organizational and leadership skills, so that children can compete at a level suitable to their skills and their needs.

"In order to achieve these objectives, the following corrective measures must be initiated lest hockey, similar to lacrosse, becomes virtually extinct in the Canadian society."

I indicate to you that the drop-out in the past two years has gone from about 600,000 participants in Canada to somewhere around 450,000. That says something. It's the opposite direction. In the last 10 years I don't know how much money the government has spent in building arenas for our young people.

As I look in my own riding I think there have been six first-rate places for young people to participate, all with artificial ice. It's reaching a stage where we don't have enough kids for leagues.

It's a fact. You start out with the very tiny little fellows and by the time you reach 12 you don't have enough for a league. You have to start combining peewees with bantams and bantams with midgets to have enough participants to form a league of two

or three teams. There's something wrong, if we had 600,000 kids 10 years ago.

People can talk about declining enrolment in schools and fewer children. Surely our emphasis is on keeping people involved in the sport beyond pee-wee and midget hockey, into juvenile and into house leagues where adults can participate. We've got these magnificent facilities and we don't have the bodies to fill them.

Part of the reason is we've got away from the fact it's a game. We think every game is for the Stanley Cup. The name of the game is to win. No matter how, you win. It's atrocious that it goes on.

These people say, like Vitale says—and I brought the article with me, I was so enraged when I read it. I was just totally enraged.

They're concerned that we're going to train people, so they're going to opt out. That's government interference. That's nuts. It's putting 10 skilled people in the province who have proper attitudes, who have the time to organize, I hope, clinics for coaches and referees, so we can make it back into a game that kids can participate in safely, without fear of losing their heads. For them to drop out is total insanity.

As I said earlier, if it's a case of who's opting out then I think we shove out Phil Vitale and the likes of Phil Vitale. In spite of all he's done, and I don't dispute it, his attitudes are those, I think, of 10 or 15 years ago and we don't need it.

In fact, it's worse. I think hockey today is more violent than it's ever been. My friend from Sault Ste. Marie might want to comment because I know he used to cover hockey extensively.

It can't go on. I don't know what position the minister is going to take, but I say to him as strongly as I can, don't let them do it.

I don't want to control hockey. I know the minister doesn't want to, but, my God, they've got to clean up their act. If they're not prepared to do it, we have to. It's as simple as that. I am not prepared to see more and more kids maimed.

Just as a final point, it was interesting, the son of one of your colleagues, Terry Jones, played one night for a few minutes without his helmet on. The next day he was minus four teeth.

4:30 p.m.

We played hockey for years. Sure, there were some teeth missing, but we didn't have the equipment. We didn't have the facilities. I don't think there were nearly as

many young people injured then as there are today.

We can't let these beggars get away with it, Mr. Minister. I say to you as strongly as I can, I am prepared to support in any way I know how government involvement to the extent that we're prepared to put up money for the things we want without actual government involvement in trying to dictate to the leagues what they will do. But if they don't clean up, Mr. Minister, we have no choice. I urge you to take that stance as toughly as you can.

**Mr. Ramsay:** Supplementary.

**Mr. Chairman:** Mr. Ramsay, Mr. Turner and Mr. Eakins all want to speak on this subject, I presume.

**Mr. Ramsay:** I'll just take about 30 seconds. Supplementary to what Mr. Martel was saying, I wish I had said what he said. I agree completely with the sentiments he's expressed and I will associate myself in every respect with what he has said and the thought behind what he has said.

**Mr. Chairman:** Is it the wish of the committee that we hear everyone on this subject and then the minister can respond? I think perhaps that would be the best way to handle it.

**Mr. Turner:** I would like to speak on another subject, although I would like to congratulate Mr. Martel for what he has said. As Mr. Ramsay said, I wish I had said it.

**Mr. Eakins:** I agree with Elie. I was just going to ask one brief question in another area having to do with recreation.

**Mr. Chairman:** Perhaps the minister would like to respond.

**Hon. Mr. Baetz:** Mr. Chairman and members of the committee, this is one of those unusual occasions where there is all-party agreement on what has been done and what we are setting out to do. I simply would like to echo the thought of Mr. Martel that I do not like to see government directly involved in hockey. I think it would be far more desirable for hockey to clean up its own act, develop its own programs, and do the kind of things that the report so very clearly and compellingly says need to be done.

After the report was completed and presented to me—as most members, I'm sure, will know—I announced the decision to make the finances available over a three-year period at least, to do some of the things we felt should be done: the development of referee clinics, the coaching, and so on.



In looking at a possible mechanism or organization that should be doing this, I felt in the first instance, it could very easily be the Ontario Hockey Council, somewhat more removed from government than the present one is, because—as you gentleman know—the Ontario Hockey Council as it now exists was set up by an order in council. It can, therefore, be terminated by an order in council. It's certainly very close to government.

The members on the Ontario Hockey Council are in a sense put forward for appointment by the nine organized leagues—that is, the Ontario Hockey Association; the Metropolitan Toronto Hockey Association; the Ontario Minor Hockey Association; the Thunder Bay Hockey Association; the Northern Ontario Hockey Association; the Ottawa District Hockey Association; and lately, the Ontario Women's Hockey Association—nine in all, each one naming for appointment two representatives. We thought this would be a good organization.

We felt, in order to get some outside representation on the Ontario Hockey Council, there should be four additional people appointed, people who come out of, for example, the Catholic Youth Organization's hockey teams or other house leagues, or people who had indicated a real interest in hockey. So, in effect, you would have 18 members coming out of organized hockey; two each from the nine leagues and four from the public at large.

I must say that my first disappointment in this proposal was the frank concern some of the organized hockey leagues had about these four representatives. I could not understand why they were so concerned because, after all, 18 to four is a fairly good majority. If any party had that kind of majority in this House, I think we would feel it was quite acceptable; we could work with that. But there was really a good deal of concern expressed by organized hockey.

Eventually, I found out why. The reason was there is a good deal of competition or animosity among the leagues. There was a real fear that, in fact, the four people who were, presumably, neutral as far as organized hockey was concerned had the balance of power; a rather surprising revelation. There was a great deal of skittishness about this and the early rumblings that perhaps the leagues should not be involved.

I have gone all out to reassure the members of the Ontario Hockey Council, and particularly the organized leagues, that government does not want involvement, we want out of hockey, but we certainly want to push forward the recommendations of this report

and we're prepared to help organized hockey to do this.

I arranged a meeting with the group in their headquarters—in the sanctum sanctorum of the Ontario Hockey Association—on Merton Street. They felt they should not come to my office, whether it was because it was government, or whether the files were up there, I don't know.

Anyway, that was fine. I went to Merton Street; I met the group. I shared with them once again my own convictions about how I felt we should go. They seemed to agree on it. A day later, of course, Mr. Vitale suddenly, out of the blue, announced that he and “the largest municipal league in the world,” I think he calls it, were leaving. Others wondered about it.

Following that, I continued working with the members of the Ontario Hockey Council. I stayed over on Good Friday to meet with them, preached what they said was the Good Friday sermon of reconciliation and repentance and everything else. I felt when I left that perhaps we were moving towards a solution. We are still negotiating with them.

But in response particularly to Mr. Martel's observations here today and observations that certainly were echoed by every member of every party in this Legislature, I want to assure you that if the Ontario Hockey Council turns out not to be the proper structure to carry forward the recommendations of the report, I will certainly look at alternative options. But I have told the hockey people, time and time again, we are not going to allow this thing to sit on the shelf and gather dust. We are going to press ahead with it. We want to do it at arm's length; we don't want government involved in this, but we do have some responsibility in it.

I can assure you, Mr. Chairman and members of this committee, that we will press ahead on it and do what needs to be done. I would think that within the next 10 days or so we will have something to say about what the vehicle will be, whether it will be the Ontario Hockey Council or something else, but certainly we are going to go ahead.

Mr. Turner: Mr. Chairman, I just want to take a few minutes of the time of the committee, first of all to thank the minister and the ministry on behalf of the citizens of Peterborough for choosing Peterborough as the site for the Ontario summer games in the year 1980. I might say, if I may put a plug in, it starts August 22 and we look forward to seeing all the members of this committee, not only the minister and his group but I'm looking forward to hosting the athletes as well.

From time to time people do contact me with problems they are running into and I see copies of letters going across my desk, so I guess my concern at this point is to ask if everything is going ahead as per schedule, that there aren't any unforeseen problems cropping up that should be addressed and are not being addressed.

Do you nod your head in agreement, Mr. Minister?

**Hon. Mr. Baetz:** Yes, I have the definite impression that things are going ahead very well. I think the local committee has been doing an excellent job. There is a lot of volunteer activity and the money that we promised has been forthcoming. I really think the games will be first rate and that they will be an outstanding event.

**Mr. Turner:** Not only are they going to be first rate, they are going to be very successful. As I say, we're looking forward as a community to hosting them.

**Hon. Mr. Baetz:** It is an ideal community and an ideal site for the games.

**Mr. Eakins:** Mr. Minister, I want to make a comment on one area in your administration which I visited last summer and look forward to seeing again. I am wondering about Bark Lake leadership camp in Haliburton, which I think is an excellent facility. I was wondering whether there are any additional plans for it this year or what you see for the future of the leadership camp.

I think at this time we should pay tribute to Mr. Del Pickens who recently retired. He was an excellent leader in getting this facility under way and has given great guidance. Of course, I know it is going to continue under Mr. Wright. It's a good camp and I'm delighted that it's continuing to move ahead under your ministry.

I was just wondering if you had any particular plans for its future.

**Hon. Mr. Baetz:** Certainly nothing by way of cutback. We are very proud of Bark Lake. You're enthusiastic about it because you are one of the few people who have been there and seen the program they have.

I would think one plan one might be to renew a practice of quite some years ago when, once or twice in a summer, we would organize both press and members of the House to go up there and see what's taking place.

**Mr. Eakins:** I certainly echo that suggestion. I think probably one of the problems is that not enough members go out to see

how some of the ministry facilities operate and what they are doing. I do know that the leadership at Bark Lake has been excellent and I'm delighted to hear that there will be no cutbacks and that it will continue. It's serving a great purpose.

Vote 3006 agreed to.

On vote 3007, capital support program.

**Mr. Eakins:** I wanted to comment on the Wintario capital support program to the small communities of Ontario and, in particular, to the riding I represent. At times we hear comment regarding what is happening with Wintario and I want to say, Mr. Minister, that I hope your ministry will continue to support the smaller communities of Ontario as you have in the past.

From what I have observed, and I have said this to you personally, there are many areas of the province that would not have a focal point in their community if it were not for the Wintario assistance they receive. I think of the smaller townships, the small villages, which would be without a focal point where they could gather and thus would have to go to larger centres and I think that would be wrong.

It is good that they can maintain the spirit of their own area. I have visited a number of these areas and have seen the results of what even \$3,000, \$4,000 or \$5,000 support has meant to them. They have raised the equal funding themselves. It has brought them together in a spirit of harmony and working together within the community and has given them a focal point for their activities and a spirit of volunteerism.

Perhaps there are many members who have not experienced this, but as I have witnessed throughout the riding I represent, in Victoria and Haliburton counties, many small communities have received this support and I would compliment the ministry on making sure they have been included in this program in the past.

I know there are some areas that need some tightening up and where priorities perhaps should be changed. I think where there is easy access to funds there is always the possibility the ministry will get milked in one way or another through some associations, but I think the small community spirit should be maintained and I hope in your future plans the small communities of Ontario, the rural areas, will not be forgotten.

**Hon. Mr. Baetz:** I would just say I very much appreciate those observations and



really couldn't agree more with Mr. Eakins. I think that some of the real success stories of the Wintario capital program are not to be found in the big ventures of ROM or the new Massey Hall or the London Art Gallery, or whatever, but are to be found in some very modest—in terms of money—investment in community centres spread throughout the province.

I know exactly the kind of places you are talking about and really when the program opens, and I am not saying "if," I am saying when it does reopen, as it will later this year, we will not be forgetting the very small community centres and the small projects.

Mr. Eakins: I would just add one quick comment. These communities are co-operating together; the facilities are used for many purposes and I just want to say that I appreciate the co-operation of your staff out of the Peterborough office under the leadership of John Barrett-Hamilton. He is a great person; he has made many trips in snowstorms and rainstorms that probably the ministry knows nothing about. He is an excellent goodwill ambassador, a great man. I thank him and his whole staff.

Hon. Mr. Baetz: Thank you.

Mr. Grande: Since you have found out the breakdown in Wintario capital grants to the different ridings in Ontario, I wonder if you would be able to table the information that you have regarding Metropolitan Toronto, if it's at all possible.

I had asked you in the leadoff. Will you be able to do that as you have it broken down now and you have the information?

Hon. Mr. Baetz: Yes, we can provide that, I am sure. If the raw material was gathered for Places to Grow it will be available.

Mr. Grande: A second question following that is what are you going to do to make sure the NDP seats are going to get their fair share of Wintario capital grants?

Hon. Mr. Baetz: I have some concern about that too, Mr. Grande, because, as you can see, the PCs didn't run first. It was the Liberals, I think, who ran off with the highest percentage and that certainly is a point of deep concern to me, as I know it is to you.

Mr. Turner: I am glad you brought that point up.

Mr. Grande: So you are concerned, but what are you going to do about it?

Hon. Mr. Baetz: The answer to that is nothing.

Mr. Chairman: I just have one question in that respect. Is the Wintario draw going to be held in Kincardine on August 1? We've never had a Wintario draw in Huron-Bruce.

Hon. Mr. Baetz: You haven't?

Mr. Chairman: No.

Hon. Mr. Baetz: You have to get your invitation out.

Mr. Turner: We are having one in the village of Lakefield very shortly; April 27, I think it is.

Hon. Mr. Baetz: So surely Kincardine should be eligible by now.

Mr. Chairman: I would have thought so, yes.

Hon. Mr. Baetz: For goodness sakes, yes.

Mr. Ramsay: The first one anywhere was held in Sault Ste. Marie.

Mr. Chairman: I would like to find that out, if there is anyone who has the information on that.

Hon. Mr. Baetz: Yes, we will look into that.

Mr. Grande: Did the minister answer the question I asked, Mr. Chairman?

Hon. Mr. Baetz: Do you mean about how you get more?

Mr. Grande: Yes.

Hon. Mr. Baetz: I did answer; I said I wouldn't do a thing about it.

Mr. Grande: You mean you are going to leave the percentage as it is?

Hon. Mr. Baetz: That is up to you.

Mr. Grande: I am asking you.

Vote 3007 agreed to.

Mr. Chairman: This completes the estimates of the Ministry of Culture and Recreation.

Thank you very much.

The committee adjourned at 4:51 p.m.

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Eastham, K., Director, Newcomer Services Branch

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**From the Art Gallery of Ontario:**

Withrow, W., Director









No. S-5

# Legislature of Ontario Debates

## Official Report (Hansard)

### **Standing Committee on Social Development**

Supplementary Estimates, Ministry of Education  
and Ministry of Colleges and Universities  
Estimates, Ministry of Education

**Fourth Session, 31st Parliament**

Monday, April 21, 1980

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

MONDAY, APRIL 21, 1980

The committee met at 4:02 p.m. in committee room No. 1.

### SUPPLEMENTARY ESTIMATES, MINISTRY OF EDUCATION AND COLLEGES AND UNIVERSITIES

**Mr. Chairman:** I call the committee to order. Our first order of business is to deal with the supplementary estimates in accordance with the motion made in the Legislature today by Hon. Mr. Gregory. I don't know whether the minister wishes to make any comments. We will deal with the Ministry of Education first.

Does the minister wish to make any comments with respect to those supplementaries?

On vote 3102, education program; item 11, school business and finance:

**Hon. Miss Stephenson:** Thank you very much, Mr. Chairman. I would simply like to say that because of the position which had been put to us on the occasion of a number of meetings with various school trustee associations regarding the financial year of the school boards, we have been looking at the way in which we might be able to be of assistance. That is a subject which has been discussed with the Ontario School Trustees Council and with the Treasury people and is under consideration right at the moment.

This year the unusually high interest rates have imposed a very specific burden upon school boards, in that the flow within the first three months of the year is relatively small in terms of their overall budget and very frequently, because of the timing of the flow, they have to borrow considerable numbers of dollars in order to maintain their cash situation. This year, because it was particularly heavy for them in terms of the interest rates which we were having to pay, we were importuned by a number of boards and by the OSTC to consider the possibility of providing some assistance.

Therefore, the supplementary estimates which are here before you at the present time regarding the Ministry of Education

are specifically for the purposes of pre-flowing or early-flowing some money to the school boards, in order to reduce the burden of the taxes to them in support of the educational system.

**Mr. Chairman:** Any further comments? Mr. Sweeney.

**Mr. Sweeney:** Given the fact that the provincial government is in a deficit position, obviously any additional expenditure of provincial moneys has to come from borrowed sources as well. What's the difference between the school board borrowing the money and the province borrowing the money? There must be one somewhere that I'm just not aware of.

**Hon. Miss Stephenson:** Yes. There is a difference in the amount of interest which the provincial government has to pay and the amount of interest which school boards have to pay.

**Mr. Sweeney:** Is this then an advance on their next year's grants? Is that what it amounts to?

**Hon. Miss Stephenson:** Yes. It's an advance in 1979-80 for the funding of education for 1980-81, given that the school boards' financial year runs from January 1 to December 31. They would not see it as an advance, but in terms of the financial year of the provincial government it has to be considered an advance.

**Mr. Sweeney:** Let me come at it in a slightly different way then. Given the fact that the school board operates on a calendar year, do they always get their first money from the ministry after the beginning of the province's fiscal year?

**Hon. Miss Stephenson:** No. There are advances on the grant for subsequent years—at least it is construed as that—in January, February and March. What we are attempting to do this year is to increase the amount of that advance in order to reduce their debt burden in relation to borrowings which they might have to do.

**Mr. Sweeney:** In other words, comparing the province's fiscal year and the board's

fiscal year, the money that the province gives to the board in January, February and March is deemed to be part of the following provincial fiscal year rather than part of the previous fiscal year.

**Hon. Miss Stephenson:** It is my understanding that from April to December, there are advances on the grant for that fiscal year of the school boards—the school year which ends December 31—of approximately 86 per cent during that period of time. But there is a holdback in the grant, in order to provide funding during the first three months of the year to provide some cash flow for the school boards.

**Mr. Sweeney:** Just one last question: Is there any relationship between this kind of funding and the fact that the boards' grant regulations usually come at a later date?

**Hon. Miss Stephenson:** No.

**Mr. Sweeney:** What's the relationship between the board getting their grant regulations and the board getting these kind of advances, in terms of timing?

**Hon. Miss Stephenson:** The grant regulations are for the fiscal year in which the schools operate—

**Mr. Sweeney:** That's the calendar year.

**Hon. Miss Stephenson:** Yes, the calendar year—and the fiscal year in which the government operates. As I said, from April to December, 86 per cent of what is available through the general legislative grants is delivered to school boards. The remaining 14 per cent is delivered during the first three months of their fiscal year, which of course is the final three months of the government's fiscal year. But it bears no relationship at all to the grant regulations—well I guess it does, because the grant regulations establish the amount of money and the way in which it will be delivered.

**Mr. Rowe:** Just as a supplementary, has this something to do with the fact that the municipalities will not be remitting money to school boards? They will not have collected taxes until probably June.

**Hon. Miss Stephenson:** That's one of the problems that the school boards have.

**Mr. Rowe:** They would have to borrow in the meantime.

**Hon. Miss Stephenson:** Sometimes when the municipalities do collect money early in the year as a result of phasing their tax program, they may not deliver their portion to the school boards quite as rapidly as one might perceive they might do.

**Mr. Bounsall:** Yes. Pursuing the topic—I think I understand it thoroughly—in 75 per cent of the province's fiscal year, you give out 86 per cent of the funding. Why is that? Is it because as soon as April comes, with the traditional dearth of school board funding at that time, you hand out a fair chunk in April and May to help them along? Is that why it is 86 per cent?

**Hon. Miss Stephenson:** I can't give you the exact percentage delivered in April, May, June, September, October, November—that sort of thing.

**Mr. Bounsall:** But would it be higher in the first three months of the province's fiscal year?

**Hon. Miss Stephenson:** Yes, it is. Mr. Martin says it is.

**Mr. Bounsall:** So that's why it is 86 per cent. Then you give that smaller amount—14 per cent—in the following three months.

Do the school boards perceive that to be an advance? You don't perceive it as an advance; you are paying off the 14 per cent.

**Hon. Miss Stephenson:** The remainder, yes.

**Mr. Bounsall:** Do they perceive it to be an advance? Is that how they speak of it?

**Hon. Miss Stephenson:** I am not sure whether they do or not. Some of them do, I'm sure, and some of them don't.

**Mr. Bounsall:** My other question is along the line that you have perceived the shortfall, the high interest rate needed to borrow, which you are covering off with this amount. Is this intended to be a one-shot help with the interest rates, or can you see this occurring every year now?

4:10 p.m.

**Hon. Miss Stephenson:** As I said, the discussion of the discrepancy between the fiscal year of the school boards and the fiscal year of the government is something which has been examined, to my knowledge, over the past year and a half, and there has been discussion with the Ontario School Trustees Council. We have also had some discussions with Treasury about whether we might be able to modify the fiscal year of the school boards or our fiscal year in order to accommodate a more direct application of one to the other.

We don't have a solution to that at the moment. It became increasingly urgent this year because of the high interest rates in which the boards perceived they were going to have to be involved, as a result of the



slowness with which they received municipal transfers, ordinarily, in the first three months.

Mr. Bounsall: Okay. I have a couple of questions flowing from that.

Is this, in fact, new additional money to help them out?

Hon. Miss Stephenson: It would be a part of the general legislature grant for 1980-81.

Mr. Bounsall: I see. So we would expect this to be out of the—in your terms, it is a prepayment.

Hon. Miss Stephenson: You will probably see this reduction in the total printed estimates, but in fact this will have to be taken into account in terms of the general legislative grant for 1980-81 because it is a part of that.

Mr. Bounsall: So it will be out of that. I don't know what the problems are for the Treasury of formally adjusting for boards of education the province's fiscal years' errors, but it probably isn't very difficult to do it the way you have done it here, is it?

Hon. Miss Stephenson: No.

Mr. Bounsall: What you have done is you have said, "Here's some additional money"—roughly three or 3.5 per cent of the total budget for the year, which you are now going to pay out early.

Hon. Miss Stephenson: In addition to the 14 per cent.

Mr. Bounsall: Did that cause any great problems, or will it in the future, if you stick to your same fiscal year and the boards stick to theirs? Now that we have had an explanation of it we understand what it is, and as legislators we wouldn't be confused unduly as to what you are doing.

Hon. Miss Stephenson: This is one of the procedures which I believe is being examined with the Ministry of Treasury and Economics.

Mr. Bounsall: Once you have had an explanation as to why it is being done it makes eminent sense. If it can be done, it may be easier to do it that way every year, rather than formally going through some fiscal-year change and have this ministry stand out as the only ministry that has a different fiscal year—although what's wrong with that? There is strength in diversity.

Hon. Miss Stephenson: That would be kind of difficult, as a matter of fact. But this sort of procedure is one we are attempting to explore appropriately. I have to tell you the idea met with great enthusiasm as far as the school boards were concerned.

Mr. Bounsall: So there wasn't any new money in this for new programs?

Hon. Miss Stephenson: No, this is part of the general legislative grants.

Vote 3102 agreed to.

Supplementary estimates, Ministry of Education, agreed to.

Mr. Chairman: Supplementary estimates, Ministry of Colleges and Universities, page 12.

On vote 2803, college and adult education support program; item 1, support for colleges of applied arts and technology and other organizations:

Hon. Miss Stephenson: The bulk of this, Mr. Chairman, is directed towards increased funding requirements as a result of about almost 500,000 additional adult-training days and an additional 5,000 apprentice-training days for the colleges of applied arts and technology and other institutions. This is on behalf of the federal government.

A very significant portion of this is in relation to 340,000 man-days for English-language training for Vietnamese refugees.

Mr. Sweeney: If the bulk of this was carried out on behalf of the federal government, what is the financial transfer that takes place here?

Hon. Miss Stephenson: The transfer payments which come from the federal government were limited for the 1979-80 year because there was uncertainty about the level of activity in that year. However, the activity was significantly higher than had been projected, therefore the additional \$5.7 million was requested from management board to accommodate the seat purchases carried out by the federal government.

Mr. Sweeney: Will this amount of money be recovered, or is it deemed to be part of the total transfer payment that was formerly given?

Hon. Miss Stephenson: I believe that all of it will be recovered from the federal government, yes. This procedure flows it through for us.

Mr. Sweeney: So it's just a flow-through procedure?

Hon. Miss Stephenson: Yes.

Mr. Bounsall: This is a passing-on of money which you have yet to get from the federal government?

Hon. Miss Stephenson: It comes into the consolidated fund. Whether it has been received from the federal government at this point I can't tell you. They are not always



as prompt as they might be with some of these things.

**Mr. Bounsall:** They have to have everything paid out by April 22, by their rules.

**Hon. Miss Stephenson:** I am not sure about that and therefore shall not declare that it has already been delivered or mailed, because I don't know. But I recall when I was Acting Minister of Health a cheque was sent out in the mail and took nine weeks to reach the provincial government.

**Mr. Bounsall:** In this whole program—and I notice we have the supplementary list before us—what proportion of the total does the federal government pay?

**Hon. Miss Stephenson:** For seat purchases?

**Mr. Bounsall:** Yes.

**Hon. Miss Stephenson:** They pay the bulk of the cost for seat purchases in programs such as this.

**Mr. Bounsall:** This is seat purchases only?

**Hon. Miss Stephenson:** Purchases for English-as-a-second-language training for adults specifically, and for certain apprenticeship programs in which they purchase seats at community colleges, as you know.

As you are also aware, we had a little difficulty with some of that last year until we persuaded the colleges to retain a percentage number of the seats for students who might wish to go into those programs directly, particularly the apprenticeship programs, without going through Canada Employment and Immigration Centres. But that has been achieved now.

Vote 2803 agreed to.

On vote 2804, student affairs program; item 1, student support:

**Mr. Sweeney:** Madam Minister, I understand that you have a cap on the amount of money that is paid out in student grants. I can understand the difficulty in knowing for sure how much loan remission participation there will be, but I didn't realize you broke through the cap for Ontario study grants. Am I misreading the purpose of this?

**Hon. Miss Stephenson:** To my knowledge there has never been a cap.

**Mr. Sweeney:** Normally you announce the fact that we have so much money for it.

**Hon. Miss Stephenson:** Yes. On the basis of projections of the numbers of students who will be involved and projections of the requirements of those students, based on information developed from previous years, but a cap, no.

I think on several occasions it has been necessary, as a result of underestimation, to

go back to management board and ask for more money. It has never been denied.

**Mr. Sweeney:** Could you give me a rough breakdown of the amount of that \$5 million that is going to grants as opposed to loan remission?

**Hon. Miss Stephenson:** I believe \$4,855,000 will be going to grants.

**Mr. Sweeney:** The \$4,855,000 is the total amount of transfer?

**Hon. Miss Stephenson:** Right. It includes some additional programming support, some increased costs in computer processing, appointment of additional staff in order to review some of the applications which have been submitted incorrectly, plus the cost of implementing the loan remission program. Approximately \$2.8 million of that will go to grants.

**Mr. Sweeney:** So of the \$4.8 million, \$2.8 million goes to grants and about \$2 million to loan remission, I guess. Would that be a rough breakdown? The other \$300,000 was for the salaries and services you spoke of a minute ago.

**Hon. Miss Stephenson:** Yes, I don't have the exact figures in front of me.

**Mr. Sweeney:** That's fine, I was just wondering what the breakdown is.

That's all, Mr. Chairman.

4:20 p.m.

**Mr. Bounsall:** To what degree of accuracy has the ministry been able to guess the need for grants? I ask the question in this way because in the year just past, 1977-78, they budgeted \$74,248,000, and by the time the end of the year was drawing nigh I think there was \$6 million or \$8 million left in the kitty. This gave rise to a good feeling that one would probably guess a little high when revising the student loan program and therefore would always have some millions there for loan remission.

I think thereafter one tended to look at it as though there was a higher amount in there than we would use for grants, and you could pay out the difference in loan remission. But here we have \$4.8 million over and above what was estimated. That's only five per cent.

**Hon. Miss Stephenson:** For several reasons: Last year, for the first time in several years, there was an increase in enrolment in the first year at universities. Our grants program is specifically designed, as you are aware, for students who are enrolling early in the university courses. In addition to that, there were increased applications and in-

creased enrolment in community colleges. We ended up with a 4,000-increase in enrolment at the two groups of institutions.

Further, there was not a significant increase in parents' incomes, and this resulted in a higher number of grant awards than one would have projected. There are more students at community colleges enrolled in longer programs, and they are staying on student assistance for a longer period of time.

**Mr. Bounsall:** When do you have those figures from the colleges and universities in rough, ball-park terms?

**Hon. Miss Stephenson:** I can give you some comparisons.

**Mr. Bounsall:** It's not so much the figures themselves. I had a question related to predictions. When would you know—around mid-October, based on what has happened in the past, when you see those 4,000 extra students and say you are probably going to have to have X dollars in addition?

**Hon. Miss Stephenson:** I think we can probably now make a reasonably informed prediction for 1980-81 on the basis of the experience last year about the translation of increased applications into actual increased enrolment. We may be able to make some reasonable prediction on that basis, given that the increase in applications for enrolment in universities this year is twice what it was last year. The increase in applications last year was three per cent and it is six per cent across the board in applications this year.

Whether that will translate into actual increased enrolment in first year I can't tell you at this point. But if we use the relationship which developed last year, then I think we can make a better prediction. But you can't tell that at the time the budget is being struck, because you don't know what the applications are going to be until February or March, and the translation into enrolment doesn't occur until September.

So we are going to have to have, I guess, some experience with these increases in applications for enrolment and in enrolment for a couple of years in order to develop the appropriate base.

**Mr. Bounsall:** My other question is what was the experience this year? You had 4,000 last year, mainly in the first year. What percentage of those received grants?

**Hon. Miss Stephenson:** If they are in this figure they received grants, because this is grant money.

**Mr. Bounsall:** I assume they did.

**Hon. Miss Stephenson:** The actual number who received grants?

**Mr. Bounsall:** If you are making predictions you have a rough percentage in your mind. You had an increased enrolment of 4,000, and maybe 8,000 this coming year based on the applications. What percentage of those might be successful in making application for grants? You may even have a rough, ball-park figure of the average grant.

**Hon. Miss Stephenson:** In 1978-79, 54,000 students received grants. In 1979-80, 59,549 received grants. The average grant cost by student group was \$2,629 for dependants at home; \$3,703 for dependants away from home; \$3,064 for nondependent single; \$2,435 for single parents; \$2,800 for married students.

**Mr. R. F. Johnston:** What was the second last one?

**Hon. Miss Stephenson:** Single parents, \$2,435.

**Mr. Bounsall:** Those are the absolute averages?

**Hon. Miss Stephenson:** Average cost by student group in 1979-80.

**Mr. Bounsall:** Were those averages up over the averages in 1978-79, or did they vary?

**Hon. Miss Stephenson:** They were up for all except single parents. There was a significant increase in the single-parent group. The difference, I think, was \$130 or something of that sort.

**Mr. R. F. Johnston:** Is that an average of \$130?

**Hon. Miss Stephenson:** Yes, average.

**Mr. Bounsall:** The average drop.

**Hon. Miss Stephenson:** No, wait a minute —\$156 on grant.

**Mr. Bounsall:** That was a drop.

**Hon. Miss Stephenson:** That was a drop in 1979-80.

**Mr. R. F. Johnston:** And the numbers of actual recipients?

**Hon. Miss Stephenson:** There were 1,772 single parents in 1978-79 and 2,462 in 1979-80.

**Mr. R. F. Johnston:** That's a very significant drop.

I suppose it ties in, but not directly, in this. One of my concerns, as you know, about mothers who fall under that category was the withdrawal of the loan side of things in terms of their total package. Do you know what the difference is?



**Hon. Miss Stephenson:** As you are aware, as a result of discussions they are now eligible for those. In all instances in which they were required and were appealed, I think they have been granted.

**Mr. R. F. Johnston:** All instances?

**Hon. Miss Stephenson:** To my knowledge.

**Mr. R. F. Johnston:** That was the appeal for the Ontario student loan side of it.

**Hon. Miss Stephenson:** I have to warn you that we have been counselling most of them not to use that, unless they absolutely had to, because of the disadvantage of the interest rate which has to be applied to the Ontario student loan. We simply can't get as good an interest rate as the Canada student loan can, because it is a very much smaller plan.

**Mr. R. F. Johnston:** And most of them have heeded that, I presume—

**Hon. Miss Stephenson:** I think a significant number have, yes.

**Mr. R. F. Johnston:**—which would mean that their total package has probably dropped significantly in terms of the average grant loan package from the previous year—

**Hon. Miss Stephenson:** The previous year they were not permitted—I guess they were, weren't they? That's right.

**Mr. Bounsall:** With the applications up six per cent, do you have any breakdown yet as to whether there is an increase in applications from single parents?

**Hon. Miss Stephenson:** There was an increase in single parents last year. I don't have any such breakdown for this year. We won't have that until we have processed the applications, which will begin to arrive in May for this year.

**Mr. Chairman:** Mr. Johnston—or have you asked your questions?

**Mr. R. F. Johnston:** Yes. I have finished.

Vote 2804 agreed to.

Supplementary estimates of the Ministry of Colleges and Universities agreed to.

4:30 p.m.

## ESTIMATES, MINISTRY OF EDUCATION

**Mr. Chairman:** Our 32-hour time allocation begins now.

**Hon. Miss Stephenson:** Are you going to discuss that matter now, or what?

**Mr. Chairman:** I thought that since Mr. Cooke had a suggestion that might employ the committee in an alternative way on

May 5, and he won't be here until tomorrow, we could perhaps leave it until that time.

Could we do that?

**Hon. Miss Stephenson:** That's perfectly fine as long as you understand that I can't be here on that day. It happens to be the beginning of Education Week and I will be in North Bay.

**Mr. Chairman:** I think Mr. Cooke had a suggestion that I want to put to the committee, but I don't want to do it until he is here. If we could leave that until the first thing tomorrow, then we could go on from there. Does the minister have a statement?

**Hon. Miss Stephenson:** Yes, a relatively brief one, Mr. Chairman.

It is a pleasure to introduce this afternoon the 1980-81 estimates of the Ministry of Education with a brief statement outlining a few particularly important developments which have occurred since the committee met in November of last year to debate the 1979-80 estimates.

At that time, I think I reported quite extensively for the benefit of the members on the full range of activities within the ministry. Given that recent and relatively complete statement, I don't feel that it is necessary to make an extensive one at this time. There are, however, some items of particular interest and importance that I thought I should outline.

I would like, first of all, to summarize for you and the record the action that has taken place in regard to asbestos in the schools. I wish to re-emphasize my ministry's concern about the presence of asbestos materials in Ontario schools and the potential health hazards that may result. In 1968 and 1974, the ministry issued memoranda to all school boards warning of the dangers associated with the use of asbestos powder in art classes. That warning has certainly resulted in the elimination of that material from art programs in the schools.

I also have recorded within Hansard the actions which were taken in discussions held with school officials involved in building about the warnings which were issued at that time regarding the use of asbestos materials, particularly the spray-on materials within school structures.

It is only more recently that information has indicated the health hazard from deteriorating friable asbestos—although that warning was issued earlier—in exposed locations or in duct works within the schools



has obviously become a much better known subject.

On June 25, 1979, the Ministry of Education asked the school boards, the universities and the colleges in the province to conduct a visual survey to determine the prevalence of materials which might contain asbestos which should be subject to confirmatory analysis. A list of the school boards that have responded up to April 1, 1980, has been tabled in the Legislature.

On December 3, 1979, representatives of the ministries of Health, Environment, Education and Colleges and Universities approved finally the manual entitled, *Inspecting Buildings for Asbestos*, which was prepared by the occupational health and safety division of the Ministry of Labour. On January 25, 1980, this manual and an accompanying memorandum pertaining to the necessary remedial action were sent to all school boards, colleges and universities. As a result of this action a large number of bulk samples of products having the appearance of asbestos have been or are in the process of being analysed for asbestos-fibre content.

I am advised that the time for the lab work for the bulk samples has been reduced, and we anticipate an analysis time of approximately two weeks. In those cases where the presence of asbestos is confirmed, corrective action will be undertaken by the school board in accordance with the instructions set out in the ministry manual.

At this time, the ministry continues to provide information to school boards respecting bulk sampling, coating materials and procedures. At the same time we are liaising with other ministries, the US Environmental Protection Agency, certain consultants, product manufacturers, contractors and laboratories to ensure that the information which we are relaying is as factual and as current as possible.

In the area of the general legislative grants, the ministry has taken two major initiatives:

In French-language education funding, new funding mechanisms have been introduced for 1980 to encourage the provision of French-language education programs at the secondary school level by increasing the overall level of funding for secondary school French-language instructional units.

A reorganizational grant has been introduced to offset the startup costs associated with the establishment of new homogeneous French-language secondary school entities. The small-school weighting factor has been

improved substantially. This will provide additional support for both small, homogeneous French-language secondary school entities and small mixed-language secondary schools.

A French-English mixed-school weighting factor has been introduced to encourage the expansion of course offerings in the minority language of the mixed secondary school, whether that language be French or English.

The per-credit amounts of \$45 in the case of secondary pupils enrolled in grades nine or 10, and \$50 in the case of pupils enrolled in grades 11, 12 and 13 have been maintained for 1980. The per-credit amounts of \$45 and \$50, the reorganization grant, the small-school weighting factor, and the French-English mixed-school weighting factor are funded at 100 per cent.

There has been provided, as well, financial assistance for small elementary schools. That weighting factor has been improved for 1980 by increasing the level of support for schools with fewer than 10 pupils per grade. Thirty-eight school boards benefit from this change with an additional amount of approximately \$300,000 being provided for 1980.

As well, there is financial assistance for small secondary schools. That weighting factor has been improved substantially for 1980 in recognition of the acute problems which are facing certain small secondary schools. For 1980, additional support is being provided for secondary schools with fewer than 120 pupils per grade, rather than 80 pupils per grade as in 1979, which are located more than 20 road miles from another secondary school of the same language, rather than 25 road miles, as in 1979. This will be calculated on a current basis. Twenty-three school boards benefit from the change with an additional amount of approximately \$1.9 million being provided for the year 1980.

In relation to Indo-Chinese refugees, the ministry has mounted a special effort to meet the needs of these persons as outlined to you in introducing our last estimates. The latest figures as of March 8, 1980, indicate that approximately 16,000 have arrived to date and that as a consequence of present commitments, an additional 7,000 can be expected.

As I indicated during the debate of the 1979-80 Ministry of Education estimates, we undertook to review the matter of the time lag in funding the English-as-a-second-language programs and services, provided by school boards to assist in providing services to all newcomers, but of course particularly in view of the large number of Indo-Chinese.

I am pleased to say that effective January, 1980, the language instruction weighting fac-

tor will reflect current programs and services. This means there will be additional grants provided in 1980 to offset the cost of these programs on a current basis. This funding arrangement was announced to school boards in February, 1980, together with the release of the 1980 general legislative grants information.

The enrolment of Indo-Chinese children in the regular day school, and hence their eligibility for regular per-pupil funding, will be recognized in the same manner as for all pupils in the system. They will be measured on a current basis.

Mr. Chairman, since the release of the final report of the commission on declining school enrolment on January 3, 1979, the ministry has conducted an analysis of the 107 recommendations in the report and of the broader policy issues which they raise.

In addition, each of the 45 briefs from the field in response to the final report has been carefully considered. This official response is now complete and I expect will be tabled in the Legislature during the course of these estimates. This will be an important document which will outline not only new initiatives the government is proposing but will place in a general policy context the many steps which are in process or which have already been completed since the commissioners' report was received.

The large number of research reports on topics associated with declining enrolment, generated by the researchers under contract to the commission on declining enrolment, have been made available on request to educators, trustees, and members of the general public.

Mr. Chairman, school closure has been a topic of intense interest to educators and to the communities affected. A memorandum to chairmen and directors of school boards on December 3, 1969, advised each board that the province would require them to prepare and issue a definite policy on the procedures to be followed in determining school closure.

These procedures will have to meet general criteria established by the ministry. Tentative criteria were proposed in the memorandum and we are now in the process of finalizing these following dialogue with local directors of education, organized by the regional offices. These criteria definitely will require that school boards take into consideration not only the effect on the children but also the social impact on the community of a potential closure. They will ensure that every possibility of continued use in a way of benefit to the community, is explored before a final decision is taken.

4:40 p.m.

The Ontario assessment instrument pool, OAIP, is being developed to assist educators in the areas of evaluation and reporting. This curriculum-based resource will provide a wide variety of assessment material and techniques in both English and French, which are being carefully prepared to reflect important goals and objectives in the Ontario program.

The initial group of contracts is now nearing completion and we expect to have assessment materials available this fall in the following areas: mathematics/mathématiques, grades seven to 10; English, grades seven to 10; French as a second language, grades six to 10; history, grades seven to 10; and geography, grades seven to 10.

Throughout 1981 assessment materials in a number of additional subjects will become available: mathematics/mathématiques, grades four to six; anglais, grades four to 10; français, grades four to 10; chemistry/chimie, grades 11 to 13; physics/physiques, grades 11 to 13; histoire, grades seven to 10; and géographie, grades seven to 10.

Teachers, trustees and officials are generally supportive of the concept of the project and of the positive effect improved assessment procedures can produce. The Ontario Teachers' Federation has nominated representatives to the advisory committees associated with each contract. The Ontario School Trustees' Council and the administrative officials' organizations are extremely interested in the project and are anxious to be involved in the implementation stages.

At the same time, all three groups have concerns about the potential misuse of the materials and the harmful effects that could result from such misuse.

Frankly, Mr. Chairman, we do not believe this will happen. Standardized tests have been freely available for many years, tests with an even greater potential for misuse because they do not always relate to current Ontario curriculum objectives. These materials are widely used and to our knowledge, are used with due caution and in appropriate ways. I have no reason to believe this tradition will be reversed or that the people who have until now used standardized tests in appropriate ways will suddenly cease to do so. In any event, we shall make every effort to inform the field about the proper use of the materials and to caution against what we feel to be improper uses.

Some of these concerns, Mr. Chairman, about possible misuse spring from the fear that the materials may be released suddenly without adequate introduction and prepara-



tion. I would like to assure you that we will not be acting precipitately. We are giving high priority to the development of an implementation plan. We will be fully cognizant of all the concerns that have been expressed and will be discussing the plan thoroughly with all those concerned before acting upon it. We shall not proceed unless we believe that the materials are of the highest quality and that arrangements for their handling have been thoroughly worked out.

In all of this we are relying heavily upon the Ontario Institute for Studies in Education, which is our principal contractor. In bringing the initial contracts for this ambitious project to a successful conclusion, the institute will, I feel, conclusively demonstrate its value to the education community.

Over the past few months, 11 provincial review reports have been completed and disseminated widely for use in the educational community throughout Ontario. At the present time, an additional nine provincial reviews are being conducted. It is expected that the reports from this series will be ready for distribution during the first term of the 1980-81 school year.

Early in the fiscal year the following curriculum documents will be produced and distributed:

**Energy:** A series of 16 documents outlining ways in which students can become involved in the conservation of energy.

**Special days:** A kit with suggestions and materials leading to the understanding and observance of occasions such as Remembrance Day, Commonwealth Day and Citizenship Day.

**French as a second language:** A curriculum guideline outlining ministry policy on core French programs in all four divisions.

**Mathematics:** A curriculum guideline for the intermediate division.

**Bias:** A document giving suggestions to publishers and authors in order to avoid racial, religious or cultural bias in learning materials for schools.

As I announced in the House on April 14, an in-depth one-year study of secondary education in Ontario is now under way. Mr. Duncan Green, director, Toronto Board of Education, is the project chairman.

I announced at that time the membership of the steering committee, and membership of the evaluation, reaction, and design committees will be announced later this month. There will be about 40 members on the four project committees, three quarters of whom will come from the business and public sectors of the province.

The reports from this project will deal with assessment, evaluation, reaction and design, and will culminate in recommendations which will indicate the ways and means whereby secondary education can operate in the best interests of the students and our society as we approach the 21st century.

Work is near completion on the technological studies guideline. The document embraces 41 technical and vocational subject guidelines. Of these, 24 authorize courses for both intermediate and senior divisions, while the remaining 17 cover courses offered in the intermediate division only. The document will be printed for distribution to the schools later this year.

The ministry gives high priority to guidance services within our schools. We are continuing to promote the use of the Student Guidance Information Service, SGIS, in the schools in the province. An audio-visual slide package has been developed and sent to each participating SGIS school. This slide-tape package, available in both English and French, will assist school counsellors in the promotion and usage of the computerized information service.

A new guidance resource document entitled, Curriculum Ideas for Teachers, Primary and Junior Divisions, was printed and distributed to all elementary schools in February and March of this year. This document reiterates many points which are an integral part of the educational philosophy outlined in The Formative Years and in Education in the Primary and Junior Divisions.

The activities described in the document are designed to assist children to do the following:

- To develop a sense of personal identity and an understanding of their own potential;
- to learn to respect the individuality, rights and needs of others;
- to learn how to relate effectively to others;
- to develop and maintain confidence and a sense of self-worth; and
- to develop career awareness by looking at workers and their interdependence within our society.

To assist school boards with the planning of special education programs and services, in compliance with the proposed responsibility legislation, a comprehensive information manual has been drafted for distribution to school boards in 1980. Some of the topics included are these: legislation and policies, ministry publications available, programming strategies for pupils with special needs, teacher education provisions, professional support services, research in special education, a guide to pro-



fessional materials, and a complete set of definitions for special education.

A school-board planning guide is being prepared for use in a pilot project to help school boards plan to provide programs for all of their resident pupils as the responsibility legislation comes into force. The guide is designed to determine the pupils in need and the steps by which the resources needed for helping them can be made available.

We are continuing to expand our exchange programs for students and teachers. A student exchange program with West Germany which was implemented several years ago is being expanded to Quebec and France.

For Quebec, the successful two-year pilot project with a few school boards is being made an ongoing program offered to the entire province. Forty Ontario school boards have met with ministry officials and are now interviewing students for the 1980-81 three-month exchange of approximately 150 students from each province.

For France, a new pilot project involving four Ontario school boards is now at the student interview stage. This 1980-81 program will involve approximately 25 students from each jurisdiction.

The international teacher exchange program has now been expanded to include Belgium. Two teachers from each jurisdiction will exchange posts in 1980-81; teachers of French as a second language from Ontario exchanging with teachers of English as a second language from Belgium.

Arrangements have been made for a new initiative for the cultural and linguistic development of Ontario's francophone teachers in French-language instructional units. With the co-operation of the Comité d'Accueil Canada-France and of the Ministry of Education in France, a four-week program of French studies will be offered to 20 Ontario educators at Tours, France. The program is being designed to meet the specific needs of French-language educators.

4:50 p.m.

In the area of correspondence education, since September 1979 INWATS telephone service has been providing Ontario residents with toll-free telephone access to the correspondence education branch. The ministry's Student Guidance Information System is in place and the "storefront" capability of the education program has been expanded, with the result that almost 10,000 individuals were enrolled at the counter at 909 Yonge Street in the 1979-80 fiscal year.

The correspondence education branch is now capable of providing a completely bilingual service including reception, counselling, a wide range of learning materials, marking, evaluation, and follow-up.

These are just a few of the topics the ministry has had before it since we last met, which wasn't very long ago. There are doubtless many others which you will wish to raise during the course of the debate and I look forward to a vigorous and very positive discussion. Thank you.

**Mr. McCaffrey:** On a point of clarification, I know the traditional procedure and I suspect we will stick to it, that the opposition critics now make statements.

Was there last year an opportunity for questions following the statement or would that come in the normal course of the circuit?

**Mr. Chairman:** When Dr. Bounsall completes, Mr. McCaffrey, the minister will respond to the opening comments of the critics and then we can go on to item 1 of the main office, at which point you can raise any general question of policy or any matter with which you feel concerned, particularly points raised during the minister's statement or points raised during the critics' statements.

**Mr. Sweeney:** Like the minister, I am cognizant of the fact that it's only been about five or six months at the most since we met here before, and I will therefore not repeat many of the points raised last time. There are a few new issues though, or at least expansions of some of the former issues, concerns of ours, that I want to bring to the minister's attention.

Madam Minister, since we are dealing with your budget, we have some continuing finance concerns. I notice this year—for the next fiscal year that is, for which this budget is geared—it would appear once again—and I use that word advisedly, it would appear—as if the government's share of provincial education is down once again.

**Hon. Miss Stephenson:** No.

**Mr. Sweeney:** I would ask the minister at a later time to give me some accurate figures on that. I make the statement, because I notice in your release you point out that the ceiling for elementary per-pupil expenditures is up 9.6 per cent and yet you also point out that the total increase for your ministry in funding is 6.6 per cent.

I am not aware of the exact difference between the 9.6 and the 6.6 and all the factors taken into that, but on the surface

one would be led to believe there is a decline in the province's share.

I don't have the actual expenditures on school boards yet so therefore I am not able to tabulate it, but I must suggest that on the surface one would get that impression. If it is other than that, I would appreciate the minister pointing out the discrepancy to me.

The second point is that I notice once again the spread between elementary and secondary school funding has increased. The minister will remember I pointed out last year that between 1975 and 1979 that spread had increased by just about \$100. I think the figure was \$98, from \$476 to \$574. It was almost \$100 anyway. That was despite the fact we had been given to understand in 1974 and 1975 there was a positive movement in your ministry by your predecessor to draw those figures closer together not, in fact, to have them moved farther apart.

I notice this year, once again using your figures, that the spread between elementary and secondary is now over \$600—\$606 to \$608, somewhere close to that.

I won't go through all the arguments I used last year, but I think this is a backward step. If we truly believe, as you have said so often, in the importance of elementary schools—the elementary level of education, the primary grades—then it is increasingly difficult to justify and to support that growing spread.

It leads me almost immediately to the additional money which the ministry has allocated to grades nine and 10 of separate schools this year. While the trustees and the teachers working in those schools certainly appreciate that extra money, I would draw to your attention, because of the spread which I have described, that, comparatively speaking, they are no better off this year.

In a relative sense they are no better off than they were the year before. As a matter of fact, my figures show they are slightly less well off. In other words, the spread between grades nine and 10 in a public high school and grades nine and 10 in a separate school is even wider, despite the fact you have given them more money. It's one of those things that happens when you make one move and it has immediate impact upon another one.

I was pleased to note this time you are taking some cognizance of the declining enrolment factor. You will recall that last year we spent a considerable amount of time drawing to your attention what we believe

to be the impact of declining enrolment and the extent to which the ministry's grants did not recognize this.

I notice in at least three areas you have made some changes this year and I am pleased to see that. I would ask the minister at some point later on, however, to advise me why the declining enrolment factor is based upon individual schools rather than upon the entire school system. We don't fund a school system on the basis of individual schools but rather on the enrolment of the entire system. My discussions with boards of trustees, chairmen of boards, indicate even they are a little mystified as to why you use this second form of funding mechanism.

Let me repeat: It is a welcome recognition after a lapse of several years of not recognizing the factor at all, that your ministry is again cognizant of and taking some action on this declining enrolment factor. We may expect to see some further recognition of it when the commission on declining enrolment report comes out.

I noticed in the minister's opening remarks she indicated that before these estimates are over we probably will see that report. I recall in the last estimates the minister had indicated probably we would be seeing it early this year. I don't know what early this year means. If we see it during these estimates that will be preferable to seeing it a considerable time after these estimates.

**Hon. Miss Stephenson:** That would be early in 1980 anyway.

**Mr. Sweeney:** Yes, I suppose it could be, in a wide stretch of it.

I suspect you have seen in a very recent publication of the Ontario Economic Council a recommendation that there should be a—I believe their figure was a three-year funding base for elementary and secondary school financing in this province.

The minister will recall this was an issue we had called for repeatedly for about three years in a row, if not with her directly then with her predecessor. We called for it because we were being told repeatedly by boards of trustees that having to wonder from one year to the next exactly what their financing position was going to be made the whole thing a very precarious operation in terms of any kind of long-range planning they had hoped to be able to do. The minister will recall that we brought the same point to her attention with respect to college and university funding.



I am wondering if some time before this estimate is over the minister would respond to the recommendation from the Ontario Economic Council since it is a theme we have brought up time and time again and one which I still feel has a great deal of relevance.

As the minister knows, I have had some small experience in working with the board and know the difficulty they have in wondering bitterly from one year to the next what the funding mechanism and the funding arrangements and the formulas and the grants are going to be.

5 p.m.

I fully appreciate that there are certain bits of financing information which you cannot have in the long run. There are certain sources of revenue and certain kinds of expenditures that you cannot know with absolute certainty.

Hon. Miss Stephenson: Those are not bits.

Mr. Sweeney: Okay. But any way you want to put them, there are certain pieces of information you simply cannot have in the long run. I am convinced, equally, there are some decisions which can be made on a longer-term basis than one year. The three-year recommendation of the Ontario Economic Council does not seem to be unreasonable to me.

In the commission on declining enrolment report there is another suggestion with respect to funding. I do not know whether you wish to speak to it following my remarks or whether we are going to wait until we get the CODE report. But it is one on which I have been getting increasing comments from those in the educational system, and that is the recommendation for pool commercial or industrial assessment.

The minister is well aware of the fact that those school boards outside the five designated cities have complained for many years that the large commercial and industrial assessment available to those designated cities puts them in a better financial position than the other boards.

One of the arguments they use is that much of that commercial business or industrial business is generated outside the city in which the particular plant or commercial centre is located; therefore, why should all of that be available to them? I am increasingly swinging to that particular argument. Madam Minister, unless there is a good counter-argument. I hope there will be a response either at this time or when we get the CODE report.

I could not help but notice in your statement today that you made a reference to the extra funding for Vietnamese refugees. It also

draws to my attention a news article I saw about two or three weeks ago in which the Toronto Board of Education made an observation that at this time it was still awaiting something in the neighbourhood of—what was it?—\$220,000 it expected to have received from the ministry for that very purpose. Because it had not received it, the quality of the education they were offering was not what they hoped it to be.

I believe that goes back about three weeks, Madam Minister. If you do not recall it, I will dig that particular clipping out of my file.

Hon. Miss Stephenson: I recall the statement. I do not recall that the quality of the educational program—

Mr. Sweeney: What they were indicating at that point was that the length of time they were able to allocate to these students was shorter than they felt it should be because they did not have the money. The size of the classes, the number of students per teacher was greater than they thought it should be, because they did not have sufficient funds.

I would translate that into being a form of quality of education. Maybe I will get a difference of opinion from the minister on that.

Those are some of our initial financial concerns, Madam Minister. As you will note, they are in some ways a continuing of the points we raised last year.

I want to move into a couple of other issues. The first concerns textbooks and Circular 14. As the minister I am sure is well aware there has now been made public a report which was commissioned either in whole or in part by the ministry itself. It is entitled, A Literacy Evaluation Project: Criterion Referenced Assessment of Reading Comprehension—and on and on.

I am sure the minister is anticipating my comments, because basically the gist of this report is that the reading levels of textbooks, as they are recorded within the Circular 14 guidelines of this ministry, are such that the demand on students is much higher than the reading level would suggest.

What seems to have happened is that teachers have been concerned about students not being able to read the material. It is not a case of the students' lack of ability to read, but a lack of direction being given to teachers and to school boards across this province by Circular 14.

I want to make reference to several points because I think this is an absolutely critical area. I suspect for a number of years now we have been creating a problem in the schools of this province rather than helping to solve the problem.



First of all, just so that it is understood where we're coming from, the object of this study was to look at the reading abilities of students and then look at the reading levels of textbooks which are made available to them and to match those. I want to make a couple of quotes here, otherwise the point I am making won't make much sense:

"By tabulating the responses of the open-ended test, the survey of literacy was established. It was found that most of the reading passages were too difficult for most of the students." It goes on to say: "There are few appropriate materials, appropriate materials meaning those that are listed in Circular 14 or that have in previous years been listed in Circular 14 at the level for which they were designed. In language arts, all textbooks included in Circular 14 and in use in two boards were selected for study, while in grade 10 a sample was made of books and novels on the high school approved list."

We move on. Reference is made here to the success we can expect students to have in gaining information: "The success of the information transfer depends to a large extent on whether the students have sufficient linguistic ability to manage the language of the reading material or, conversely, whether the materials are written at a level of linguistic complexity appropriate to the language ability of the students."

Farther down—and I am certainly not going to read the whole report; I am just highlighting the points that I think need to be made—it says: "A survey was undertaken to compare the skill of the students and the difficulty of the materials using the approach. The general conclusion is that there is a substantial mismatch. Most of the books in use or available for use are too difficult for most of their potential readers."

"The empirical demonstration of the mismatch and the identification of the grade levels and subject areas where the mismatch is more or less severe are important outcomes of the study and in educational planning. The overall appropriateness or usefulness of a passage for a student represents a combination of information gained, time needed, and attitude towards reading."

Then they go on to talk about the scores and how we can identify whether or not this is appropriate information: "The students score on the test defines the utility of the passage for the student. The minimum criterion to understanding is 35 per cent, and a moderate level of response is between 35 and 50 per cent. When the response level falls below 35 per cent, there is essentially no in-

formation gained." The report goes on to point out time and time again where that has happened.

What this report is showing is that the Ministry of Education of Ontario has in previous years been putting out Circular 14 and identifying the reading level of the material—whether it be social studies books, science books, literature books or whatever—and we now discover that, for the most part, the reading level of the material is a poor match when we compare the reading level of the students.

The reading level of the students was discovered by giving them regular, standardized reading tests. In other words, what we were discovering was that we had a large number of students who, according to all standardized reading tests, were and should have been reading at, say, the grade four level. Yet the material in Circular 14, which was labelled as being suitable for grade four students, should have been labelled as being appropriate for students at a much higher reading level.

I went back a number of years to look at Circular 14. There has never been, up to and including Circular 14, 1979, any mention of that. I cannot find one. If the minister's officials can find one for me, I would be most pleased to see it.

5:10 p.m.

That is why it comes as rather a surprise that in Circular 14 for 1980 there is suddenly, under general information, a section called "readability." It has never been there before, and suddenly it is there in 1980. One has to conclude, Madam Minister, that your officials discovered, as a result of this study, that for years and years—how many I don't know—your ministry was sending out to the schools of this province a curriculum guide for textbooks that has contained reading levels that were not appropriate, and that now they had better say something.

One would expect that the proper thing to say would be that there should be a better analysis of the reading level of texts. In this particular study there are a number of approaches as to how you do that. But instead, the ministry says, "The ministry has refrained, however, from assigning a reading level designation to the text, since no objective means of measuring readability has been devised."

In other words, what we are saying is that for years we have been suggesting to teachers of this province that Circular 14 identify the reading level of textbooks. But teachers and students were increasingly frustrated over those years because those reading levels were

not properly identified. Now we are saying that because the study tells us that, we are going to tell teachers that we can't identify them.

I would say, using fairly gentle language, that's simply getting the ministry off the hook. It in no way is appropriately meeting the problem that has been identified in that study. It is an issue in which I feel that just isn't the answer. You have to do more than that.

I just have to wonder—and that's all one can do, unless you are going to take another poll—how many teachers and students in this province over the years faced the extremely frustrating experience that those expected to be able to read material were not able to do so—and it wasn't their fault at all.

While we are talking about textbooks, I am sure the minister is aware of the growing concern that is spreading across the province about the availability of textbooks to students in our schools. This was a report point brought up in our last estimates. As a result of that discussion, I have taken a little time to do a little more reading and study to find out exactly what is happening.

The minister, of course, will not be surprised that some of the statistics which are being made available from various sources—based on fairly reliable data since that they are either federal government statistics or your ministry's own statistics—indicate that in the 1977-78 school year Ontario was the lowest in Canada in terms of per-pupil expenditure for textbooks. It was also the lowest in Canada with respect to the percentage of the educational budget spent on textbooks.

I believe the most recent set of figures show that Ontario is now second from the bottom instead of dead-on bottom. It looks as if New Brunswick is now dead-on bottom. That's considerable growth.

The evidence that is coming to my attention from a number of sources indicates that the shortage of funds which school boards have—and by the way, I'm fully cognizant of the fact that a number of years ago a decision was made, with the support of the school boards of the province, to include what used to be a conditional grant for textbooks in the overall unconditional grants. I'm aware of that, and at this particular point I am not speaking to that.

Perhaps I should point out now that what I really am speaking to is we have to recognize there is a serious problem out there with respect to textbooks, and the present method of funding them obviously is not working. What leads from that, obviously, is that you are going to have to do something else.

Like most other people I have suggestions as to what can be done. The minister ultimately, is going to be the one who is going to have to make some decision on it. But I don't think we can simply sit back any longer and say that the ball is totally in the ball park of the local school boards and that we can ignore the problem. That obviously isn't working. It is my judgement, and the judgement of a number of teachers and parents who have chosen to speak to me about this question, that something has to be done.

The information I am getting is that there are many, many textbooks in our schools—how many that is I'm not sure; I don't have those kinds of figures—but many of them are seriously out of date. I'm sure you have heard the examples as I have: textbooks that say maybe some day a man will walk on the moon; textbooks with a map of Africa where most of what are now free and independent countries are shown still as colonies of France, Spain or England; textbooks which do not take into cognizance the change to the metric mathematics in which our children should be taught today. All of these textbooks are in classrooms today and they are being used in those classrooms.

It was brought out very clearly during the last estimates that the ministry has moved in a number of very positive directions with respect to racism and sex stereotyping. But, unfortunately, in many schools those books are not in the classroom because the boards cannot afford to buy them.

Very recently I talked to one of the publishers of textbooks in the province. He said what seems to be happening is that because of a shortage of funds schools are buying three and four copies of what they already have simply to complete a set; that they are decreasingly buying entire sets of the new books. I don't think I have to point out to the minister that, in addition to creating a serious problem in our schools with respect to the informational sources that are available to our students, it is also creating a serious problem in the textbook publishing business.

The word I'm getting—and perhaps the minister is hearing it differently—is that a number of them have just about reached the point where they are not going to be able to continue to justify the large expenditure of preparing, printing and distributing textbooks, because fewer and fewer of them are being sold.

We have fought very hard in this province, I think, to Canadianize the educational system. We have fought very hard to be sure that Canadian textbooks are in our class-



rooms, and that we have Canadian teachers in our classrooms. If we continue with this particular practice with textbooks, then we are going to see that effort go down the drain by default.

I am also concerned when I look at the range of expenditures. We just did some review of this range from statistics, again available from your ministry, of what school boards are spending. The latest figures I have, which are about a year old, show that elementary school boards are spending anywhere from \$3.51 to \$32.84 per pupil on textbooks, and that secondary schools are spending from \$5.05 to \$54.42. That's really a tremendous range.

I can understand three or four dollars one way or another, but when you get ranges that far apart, you have to begin asking yourself where along the line the quality of education being offered to students is suffering, and if we really do have some sense of equality of educational opportunity across the province, and to what extent is this textbook question affecting it.

I'm also cognizant that there is an ongoing debate among educators in this province as to just how important the textbook is, given the use of many other resource materials—library books, audio-visual materials and so on. But I certainly have not come to the conclusion, and I don't get the impression that the majority of teachers in this province have either, that the textbook is no longer a very valuable resource. When we continue to have situations where there are not enough texts in the class for kids to be able to take them home and use them for study purposes; when there is only a small number instead of a class set, then I think we have to seriously examine this question.

5:20 p.m.

The obvious question is, what's the solution? Do we go back to conditional grants? Maybe we have to. I hesitate to suggest it, because I recall the arguments when the grants were made unconditional. To turn around years later and say that maybe it wasn't the best decision makes me squirm a little bit, but maybe it's the lesser of two evils.

Are we going to say that a minimum percentage of education expenditures are going to have to be spent on textbooks? Maybe that's the way. Are we going to go the route of saying, if the ministry is going to go to the trouble of putting out new curriculum guides to making some important changes in the context of textbooks, that perhaps there should be some additional funds at that time?

I don't know. There are several possible solutions, and they all have their drawbacks and pros and cons.

To complete the circle in terms of what I said at the beginning of this point, I don't think it's a case of trying to find fault with the boards or even with your ministry, but rather recognizing that there is a problem out there. The problem seems to be getting greater, and we simply can't allow the present process to continue. Some change has to be made. I certainly would be pleased to see the minister respond in some way to any one of the three or four I have suggested, or to any which anyone else might suggest, in order that some action be taken.

I would like to move on to special education, because I recall once again, as we did in the last estimates, that it was in December 1978 that the minister announced there would be new legislation for special education. I think I pointed this out last November, and we still haven't seen anything. That's a year and a half now and we still haven't seen anything.

All kinds of rumours are floating around as to why the delay. I'm hearing all kinds of rumours as to even some changes in the direction. For example, there is a feeling among some of the trustee associations in the province that because of things they have said to you the legislation may not be totally mandatory; that there may be some discretionary allowances in there.

**Hon. Miss Stephenson:** Oh? I wonder what you have been hearing.

**Mr. Sweeney:** I would ask the minister to comment on that. It would be helpful if she would say very clearly that there is absolutely no change whatsoever in the thrust, that it is going to be mandatory; that the necessary funds will be provided and the necessary training programs for teachers will be put into place; that there is no change in that whatsoever.

I can tell the minister the word floating around the system out there is that there are some changes taking place. What their nature is nobody seems to know. The longer it is delayed, perhaps the more it encourages the rumour mill. That seems to be the nature of the beast out there. There is a very large system out there and when you delay things like this the rumours start floating around.

**Hon. Miss Stephenson:** If I may say, the delay has been partly due to the fact that the school trustees, the Ontario teachers' federations and OAEAO wanted to consult with us about the development of the legislation.



To say that the school trustees are suggesting that there is a major change in direction is absolutely ludicrous, because they have been involved in that process.

**Mr. Sweeney:** Good. Do I hear the minister saying then that when the legislation does come out it will be mandatory legislation?

**Hon. Miss Stephenson:** It's responsible legislation, yes.

**Mr. Sweeney:** There is a slight difference.

**Hon. Miss Stephenson:** No.

**Mr. Sweeney:** The minister will recall that both the Toronto Star and the trustees' association newsletter, when commenting on a point in the throne speech, in both cases misinterpreted it. In the one case I think one of the minister's officials wrote a letter to the Star and said, "Look you have it wrong, fellows." I noticed that the next time around, in the trustees' association newsletter, they published a retraction. But the fact remains that in both cases there was a clear misunderstanding as to what that word means.

When you say it is going to be the responsibility of the board, does that also mean they are going to have the discretion as to whether or not to exercise that responsibility?

**Hon. Miss Stephenson:** Not in my understanding, no.

**Mr. Sweeney:** I guess all we can say is the sooner we see it in black and white perhaps the sooner we will know exactly what it says, but I would point out to the minister it is the delay that is causing those kinds of problems.

The second point I would ask with respect to that is whether or not there will be the same kind of emphasis given to special education for the gifted as there will be for the learning disabled. Once again, the rumour that is floating around the school system is that the emphasis will be far and away on the disabled and that the gifted will be left way, way down the line, as they have so often been.

As a matter of fact, the other point that is being made is even within your time line it is possible to provide the kinds of special education we hope for disabled children, but it may not be possible to do it for the gifted. So, somewhere along the line I would appreciate a comment from the minister as to just what her intentions are with respect to special education for gifted children.

I don't think the minister would disagree too strongly with me if I were to suggest that in the past at least we have done relatively little for our gifted children.

**Mr. Chairman,** I have quite a few points but I am becoming aware of the time. Let

me just go on to one more major point, then I will use some of these others during various items.

The whole question of French schools is becoming one which I don't think we can keep putting off much longer. The point has been made several times in the Legislature itself that when we have situations such as we have at Penetanguishene, such as we have here in the city of Toronto with Gabrielle Roy, such as we have right at the present time at Ottawa-Carleton—that's whether or not there should be a distinct French-language school board in the Ottawa-Carleton area—

**Hon. Miss Stephenson:** Are you talking schools or boards?

**Mr. Sweeney:** It's all part of the whole French question, let's face it; it's all part of the one overall question. Finally, there is the whole question of French enumeration. The effect that this is having on Ontario and Ontario's image outside of Ontario—and I think the implication is fairly clear—is to suggest that perhaps we are paying too high a price for the way in which we are going about solving these problems.

I'm cognizant of the individual difficulties in the various situations but clearly the impression we are giving, the image that Ontario is getting outside this province—as well as inside but it is outside I'm speaking to at the moment—is one of intransigence; is one of saying one thing and doing something else.

5:30 p.m.

I want to put this in the most positive light I can, Madam Minister. I am firmly convinced that what Ontario does, rather than what Ontario says, can be absolutely critical in the days and months ahead for our own province and for our country and for what happens in our sister province of Quebec. I have a sense that the way in which we are going about solving these problems now is unnecessarily and dangerously putting us and the whole question of our country on the brink.

I guess what I am trying to say, Madam Minister, is that perhaps now is the time, more than any before, when we should move very expeditiously on these issues; we just do not allow them to drag out any longer; that we say with our actions very clearly what we really believe to be our responsibilities to our Franco-Ontarian citizens, and get that message across very clearly.

I think it is going to be very difficult for anyone from this province to go into Quebec and make a clear case for what we believe are the options and the opportunities for

French-Canadians outside of Quebec if we do not give some clear leadership. I do not think there is any other province in Canada that has the opportunity or the ability and, yes, I will go so far as to say the will, to make those kinds of changes and to make that kind of an impact. That is obviously a very personal opinion.

I would finish, Mr. Chairman, by asking the minister to give us some idea of what is happening with the merger legislation. We all know where it left off last December. I have not heard anything about it and I do not know what is going on. I understand there are still certain integrated activities taking place within the ministry itself. I do not know where that leaves us with respect to the legislation itself.

Perhaps the minister could bring us up to date as to what is happening inside the ministry in terms of integrating and what her intentions are with respect to legislation, whether there is to be any or how she intends to handle the question.

I will save the rest of my comments for individual items, Mr. Chairman.

**Mr. Bounsall:** I must say, Mr. Chairman, it is an unexpected pleasure to be back together in the Education estimates with the minister and her officials so soon after the last ones. In fact, with the commission on declining enrolment reporting within a couple of weeks and the commitment we have to have public hearings on the CODE response, it could be a nice, long, hot summer in which we all stay together throughout. Let us hope we have air conditioning. Or throughout the month of January, as we have the public discussions on CODE and sit in the committee and hear it all and make a unanimous committee report as to what should be done in education in Ontario.

**Mr. Chairman:** I would suggest, Dr. Bounsall, that Mr. McCaffrey be chairman of a special committee to study that report during the summer.

**Mr. McCaffrey:** Never mind. I tried it once.

**Hon. Miss Stephenson:** May I interject right there because I looked at a question which Mr. Bounsall posed to me last week—I think it was last week—in the House, in which he asked whether there would be a response and whether there would be opportunity to examine that response?

I answered the first part of the question when I assured you that there would be a response and there would indeed be an opportunity to discuss that response. I think if you examine the Hansard of Bill 19 hearings you will see that is precisely what I suggested.

I do not think I answered the second part. You asked if I would give you an assurance that there would be public hearings. I cannot give that assurance because that is not in my jurisdiction to do so, as you very well know.

The response to CODE obviously will be a matter for discussion once it is tabled, through whatever mechanism the legislative authorities decide is appropriate.

**Mr. Bounsall:** Your House leader has assured us that there is no place you would sooner be than with the committee, surrounded by your officials, discussing the philosophy of education.

**Hon. Miss Stephenson:** The House leader has said what?

**Mr. Bounsall:** You mean he hasn't told you about what he plans to have you involved in?

**Hon. Miss Stephenson:** No, he certainly has not told me.

**Mr. Bounsall:** Well, he just reads your mind, Madam Minister, and knows that that will take place. We look forward to it, all of us, indeed.

Elie Martel wants to be on the committee because he has another house to pay for. He's building an addition on his house. He wants to be all summer long holed up with—

**Hon. Miss Stephenson:** Why is Elie building an addition on his house? He hasn't had more children, has he? Is he responding to declining enrolment?

**Mr. Martel:** I have tried to do my bit.

**Hon. Miss Stephenson:** That house is big enough to accommodate an army, for heaven's sake.

**Mr. Martel:** It keeps growing.

**Mr. Kerrio:** A baseball team anyway.

**Mr. Bounsall:** We certainly look forward to that. Obviously Mr. Martel needs to look forward to that.

**Mr. Martel:** I need it like I need a hole in the head.

**Hon. Miss Stephenson:** There are implications to that remark which I will not deign to address at this point.

**Mr. Bounsall:** Only one thing worries me about being back so quickly. I had hoped to be suitably attired for the next set of Education estimates as I said during the last set. I have not had time to complete my wardrobe. As I indicated, I had my pink suit for the trustees, my yellow suit for the kids, and I equipped myself with a non-descript, brown one for the teachers with suitable elbow pads, corduroy, so I would feel very comfortable with them. But I



have not completed the one for the ministry officials yet. I know what I want.

**Hon. Miss Stephenson:** Oh, what is it?

**Mr. Martel:** Purple with polka dots.

**Mr. Bounsall:** I should explain, I have been critic now for just over two years and I have never seen anything like this happen in any critic's portfolio before. I have the office for it; it is completely interior; anybody can come in, they would be completely hidden from everyone in the corridor; and I have yet to receive a brown paper envelope from the Ministry of Education.

**Hon. Miss Stephenson:** Horrors!

**Mr. Bounsall:** It is a totally new, unexpected and disappointing experience. No one has come by.

It is an interior office—and it is due to the loyalty of your staff. I have never met a staff with the loyalty to a ministry as that in the Ministry of Education. I am sure there is never an argument arises within the ministry from all the ripples that we outside have received. There is not a word about any dissension or discussion. Certainly, it has not found a word in any whisper to anyone in the opposition, I think. Totally loyal.

It is probably because most of them have been brought up in the Ontario system and they tend to agree with it and that is the only way they can get into the ministry—with one exception down here, waving his hand. But it is partly due to this total loyalty to the system; perhaps even having grown up in the system and agreeing with the system before they get a position within the system.

So I know exactly what I need. It is just a case of I haven't quite had time to organize it. In due course I will come out with my—

**Hon. Miss Stephenson:** I can assure you there are arguments.

**Mr. Bounsall:** There are some arguments. Let's hear some of the arguments. It is an interior office, room 227A, north wing, completely confidential. I will even leave my glasses off between the periods of six o'clock to eight o'clock every night, so I won't even recognize who drops off the envelope. I will be there to receive it.

Of course, grey slacks with an Ontario plaid sports jacket would be appropriate for the ministry officials. I will be finding it. For a while they tried to convince me that such a plaid didn't exist, but we have ensured that—

**Hon. Miss Stephenson:** You've dredged one up.

**Mr. Bounsall:** —one is being designed. Of course, it's orange and black with a nice little lining that says, "votate il nuovo partito democratico."

That will be forthcoming. I will wear one so the ministry officials will feel comfortable in coming into my interior office. You are welcome any time.

**An hon. member:** You should wear a blue suit, then.

**Mr. Bounsall:** No, I have a blue corduroy suit for that, for the independent schools.

**Mr. Martel:** Worse than my house.

**Mr. Bounsall:** Madam Minister, in the time remaining I wonder if I could bring up just one point in the estimates. We are going to have the response to CODE. It is coming out in a couple of weeks. It must be pretty well written; perhaps it's in the typing phase.

**Hon. Miss Stephenson:** In the translation. 5:40 p.m.

**Mr. Bounsall:** In the translation phase, so the thinking and so on has been done and in almost all areas you can think of we have special committees or commissions out looking at other aspects of the Ministry of Education.

Are there people in your ministry who are looking at the constitutional questions? I would think in this day where we are going to be revising our Canadian constitution, it would be appropriate for some passing reference to education to be made in that constitution.

**Hon. Miss Stephenson:** We have already done it.

**Mr. Bounsall:** And is there someone in Ontario, within your ministry, devising what Ontario would like to see in the way of a reference to education in a constitution? You say this has been done by someone in your ministry. Will it be unveiled at some appropriate time?

**Hon. Miss Stephenson:** It is, if I may say, part of my responsibility as a member of this committee on Confederation, for example, and the examination of the positions which have been accepted by the Premier (Mr. Davis) in previous discussions related to the constitutional reform.

**Mr. Bounsall:** So when that comes forward at some point, and it may be in the reasonably near future, we could expect a portion that makes reference to education in the Canadian constitution?



**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** And that work has been done. Well, I would be quite interested in seeing it.

**Hon. Miss Stephenson:** One of the areas I should probably raise that we have not explored because of the sensitivity is whether there should be a federal presence in elementary and secondary education, because the original act, of course, defines that educational activity as a provincial responsibility.

**Mr. Bounsall:** I assume you have considered it but have you not reached a conclusion?

**Hon. Miss Stephenson:** It has been considered, I can tell you, and raised at meetings of the Council of Ministers of Education, wherein I find precious little support for the concept.

**Mr. Bounsall:** I would be interested in the ministry's thoughts in the matter. In my thinking I had assumed it should still be solely—and it may be modified slightly—under the jurisdiction of the provincial education authorities.

There would be no objection to funds from the federal government at any level provided that the provincial funds at least match, in percentage increases, whatever the federal funds are year by year. With Canada as diverse as it is I wouldn't think that in many areas—and I would be interested in knowing the areas of consideration—there would be a really strong federal role to play.

With respect to that—and it's in the process and I suppose this is going to be an evolving thing over the next year and a half—I would be interested in having someone have a close look at whether we are serious in this country about being multicultural.

We have a policy, which is mainly a federal one, that we be multicultural. We followed that through with some initiatives in our education system, and what have you, provincially, but I think we should really look at that.

Do we want to be multicultural or do we not? Do we want to retain French and English as national languages? I assume I know the answer to that, but how does one place that properly in a multicultural Canada if that is what we decide; if we decide we still want to be multicultural, a concept anyone in the United States does not have much of a grasp on?

I often find myself on a train to Windsor and bumping into Americans and they just can't seem to grasp why we would want to be multicultural; theirs is a melting pot.

Many Canadians don't see the need or the reason.

This would be the time, as it affects education, where we should be making a decision one way or another on the multicultural aspect. If we decide we are going to be multicultural, with two national languages, French and English, it should be the right, I would think, whenever a person constitutes part of a sufficiently large group, for that person to receive an education in the language of their choice—at least at the primary level and probably at the secondary level—again all under the jurisdiction of the provincial education authority.

I can envisage it working but it's hard to get a definition that any child—and we may have to leave it at that—may attend a school in his or her mother tongue for three years. The children I'm thinking of—though it's hard to define, no one adjective encompasses them—the immigrant children themselves, or the heretofore pre-school children of a family which is neither French nor English in its mother tongue, attending a school for a period of three years so they don't lose any schooling in the academic sense while they're in that school, picking up as much English or French, whichever is their appropriate choice of a national language, as possible so that after three years they can go out without any loss in academic background.

They can go out from that school with either French or English, whichever is their choice, and continue their education in the normal stream, will not lose anything academically; they are surrounded, depending on where they live in Canada, by French or English media so they are getting it in other sources as well as the intensive training that they would get in schooling.

**Hon. Miss Stephenson:** I wish I could be sure that they were getting appropriate educational programs through the media in whichever language.

**Mr. Bounsall:** It wasn't the education so much as the training in the language.

**Hon. Miss Stephenson:** Also the appropriate language through the media.

**Mr. Bounsall:** We're not discussing the Ontario Education Communications Authority—I suppose we are, though; how to get people to turn to that channel.

**Hon. Miss Stephenson:** That's right.

**Mr. Bounsall:** The reception on that channel is not too good in Windsor. How do you get children or adults to look at it?

But you have to establish a school where the children could go full time, provided the

numbers are sufficient—their problem being to get enough of their parents' native tongue to be able to continue to be fluent in that native tongue. I think is the kind of question we should be deciding if we are going to retain a multicultural approach to Canada at all. If we're not, then let's get rid of the idea, but if we want to retain it we have to do something pretty serious about it in terms of encouraging and retaining the mother tongue for all of our people here in Canada, but particularly for the initial immigrant children or pre-school children of the immigrant, to find a means whereby they are also not academically disadvantaged when they hit their first class at school.

I can give all kinds of personal examples of the mainly Italian children with whom I went to school, and adults whom I know, who were quite disadvantaged when they entered, in each case that I know of, an all English school system, either in grade four or grade six or grade two, or into kindergarten, having grown up to that point in a home which was fully Italian speaking.

We have to look at that seriously, or accept the melting-pot attitude that occurs in the United States. In this whole concept I think we have to look at what we want from the Canadian constitution, from Ontario's point of view, something which other provinces may not accept, but if we face the Ontario point of view that's what we should be doing in all of this. Not all our points may carry, but we should be speaking specifically with an Ontario point of view, which may get modified by dialogue with other provinces.

That dialogue with the other provinces, something which I suggest is going to take place and probably should take place amongst provinces—something like the 1865 pre-Confederation debates which took place in a joint session of all provincial Legislatures in Canada, probably could be in the summer of 1981. We would be dialoguing individually up until then and then in joint session so we would understand each other and the different points of view of the others.

Unless we get that sort of personal understanding and intense dialogue, I can't see any really meaningful understood changes in the constitution taking place, not just in the educational aspects but in every aspect.

I think what Ontario should also be deciding is one of these vexing questions we have before us, which is, if we have two national languages in this multicultural setting, what do we do about these national languages? The one question I think to be confronted there and to be decided there is whether we

want English and French language school boards as a right, and if that is a right then we write that into the reformed constitution.

I can envisage something in that constitution—and I come down on the side of having it—as to whether English- and French-speaking communities, where you can substantiate the need, have the right to administer their own educational institutions, again under the overall jurisdiction of the provincial education authority.

The boundaries would not be contiguous in most cases, I would think. For example, should it be decided for whatever reason that Essex county should have its own French-language school board, I could see it extending into part or over most of Kent county, as being the most reasonable catchment area for a French-language school board, taking in Paincourt, which is a very small school and unique in Kent county. I could see the French-language school board, if there was to be one for Windsor and Essex county, encompassing Kent county at least as far as the catchment basin for Paincourt.

Certainly, in our present-day situation, the situation in Ottawa-Carleton begs to be decided. I gather the minister is probably aware of the ACFO (Association Canadienne-Française de l'Ontario) press release of today on the Ottawa-Carleton area, where they came out exceedingly strongly and very critically of what has happened with respect to their French language school board in Ottawa-Carleton.

If I can just quote a little from the ACFO press release today—this is the Ontario division—they state:

"It is wrong to state, as Minister Bette Stephenson did in the Ontario Legislature on April 14, that the decision of the Ontario government concerning the creation of linguistic sections within existing public school boards has received positive support in the Ottawa-Carleton area. The French-Canadian association, ACFO, the Association of Franco-Ontario Teachers, the Association of French Language School Boards of Ontario, the French Language Federation of School Boards of Ontario, the French Language Federation of Parent-Teacher Associations and the Francophone School Planning Council for Ottawa-Carleton do publicly denounce such a statement which can only be misleading and result in delaying positive decisions."

In the release they go into some of the history of the problems they have and the criticisms which they have and basically come down on the recommendation as contained in the Ryan report for a new Canadian federation.



"French-speaking, English-speaking and native communities, whenever they constitute sufficiently large groups, should have the right to administer their own educational institutions under the jurisdiction of the provincial authority."

I don't need to go into the details or background of the Ottawa-Carleton situation, and why we are where we are with Ottawa-Carleton. I think quite strongly they should have had their French-language school board in the Ottawa-Carleton area by now which would solve, it appears to me, so many of their problems there.

But that whole general question should be decided and Ontario should be speaking to whether Ontario, in a new constitution, would like to see French and English-language school boards where the need is substantiated. Whether we have native school boards as well is another wholly separate question. Ryan says yes, and l'ACFO has endorsed it.

I'm just not conscious of the probability of that occurring or the need for that to occur, maybe not in Ontario at all but maybe some other part of the country.

**Hon. Miss Stephenson:** There is also the problem of the relationship of the native people with the federal government upon which such as suggestion may impinge rather dramatically.

**Mr. Chairman,** may I just respond, the initial paragraph in that ACFO news release represents an interpretation of a re-

sponse which I gave to a statement made by one of Mr. Sweeney's colleagues? The statement he made was that everybody was opposed, and I simply said that wasn't true, that not everybody was opposed, because we have received some communication in support.

Then he went on to say that the school boards were all opposed, and I agreed with him, the four school boards were opposed, but that's what all of that was about.

**Mr. Bounsall:** At one point the school boards of Ottawa and Carleton, separate and public, were certainly in favour, totally, unanimously—surprising to have school boards that widespread in agreement—on the advisability of a French language school board.

**Hon. Miss Stephenson:** I'm not sure that the separate boards were in support of a French language separate board. They were in support of the concept of a French-language board for the Ottawa-Carleton public school boards.

**Mr. Bounsall:** One could have expanded on a unity that was there, on which I think we missed the boat.

**Mr. Chairman,** it's close to six o'clock. I have about five or six other areas I would like to go into if I can complete my remarks next day.

**Mr. Chairman:** Fine, Dr. Bounsall. We will adjourn to reconvene tomorrow after routine proceedings.

The committee adjourned at 5:59 p.m.

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No. S-6

# Legislature of Ontario Debates

## Official Report (Hansard)

**Standing Committee on Social Development**  
Estimates, Ministry of Education

**Fourth Session, 31st Parliament**  
Tuesday, April 22, 1980

Speaker: Honourable John E. Stokes  
Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

TUESDAY, APRIL 22, 1980

The committee met at 3:47 p.m. in committee room No. 1.

### ESTIMATES, MINISTRY OF EDUCATION (continued)

**Mr. Chairman:** I will call the meeting to order. Mr. Cooke, you had a matter you wanted to raise.

**Mr. Cooke:** I wanted to suggest to the chairman, and see if it meets with the approval of the committee, that during the Ministry of College and Universities estimates we ask the chairman of the Ontario Council on University Affairs to come before the committee. Since they put out a number of very important reports, I think it would be useful to have him before us to have a discussion.

**Mr. Chairman:** Who is the chairman, Mr. Cooke?

**Mr. Cooke:** Dr. Weingard.

**Mr. Chairman:** Dr. Weingard, who used to be the president of the University of Guelph?

**Hon. Miss Stephenson:** Yes.

**Mr. Chairman:** What is the wish of the committee in this respect? The minister will not be with us on Monday, May 5, because of commitments having to do with Education Week.

**Mr. Cooke:** That's fine; as long as it works out that we would have the minister with us for some time after his appearance, so that we could then question her or get a response from the ministry.

**Hon. Miss Stephenson:** In my assessment of it, we will still be in the Ministry of Education estimates on May 5, I believe.

**Mr. Chairman:** Yes, we would be.

**Mr. Cooke:** Myself, I think it would be better to have Dr. Weingard before us during the Colleges and Universities estimates. I would like to hear the minister's leadoff before I ask any questions of the chairman of OCUA.

**Mr. Chairman:** So you are saying that May 5 is too early.

**Mr. Cooke:** Yes. I don't know why I was thinking May 5 would come in the midst of the Colleges and Universities estimates. I hadn't planned out the Education estimates.

**Mr. Chairman:** At the moment, I don't see how we can arrange to have him come in after the minister's leadoff statement with respect to Colleges and Universities, unless we simply forgo one sitting of the committee's dealing with estimates.

**Mr. Cooke:** I was assuming it would be part of the time for the estimates. There is a vote on OCUA, and I assumed it would be done under the universities vote.

**Mr. Chairman:** That's a possibility.

**Mr. Cooke:** We will do it on May 5, if that's the only way of doing it, but I assumed it would be more useful to do it during the estimates.

**Mr. Chairman:** Does the minister have any thoughts in this regard?

**Hon. Miss Stephenson:** I would hope to have the opportunity to be here when Dr. Weingard is to be invited in.

**Mr. Chairman:** Perhaps it would be better, then, to do it during the course of the estimates of the ministry.

**Mr. Cooke:** The invitation would have to go out. That's why I thought it should be raised today.

**Mr. Chairman:** The minister will not be here on May 5, so perhaps we had better—

**Hon. Miss Stephenson:** And we will still be in Education estimates at that point.

**Mr. Chairman:** That's right. So there are two difficulties with May 5. If the committee agrees to do that, we can schedule it perhaps for some time during the consideration of the Colleges and Universities estimates.

**Mr. Bounsall:** Mr. Chairman, what happens on May 5—do we just not meet?

**Mr. Chairman:** At this point, we won't meet unless there is something the committee wishes to do on that date.

**Mr. McClellan:** Mr. Chairman, we have always taken the position that we can't proceed with the estimates in the absence of



the minister, so we would probably just await her return.

Mr. Chairman: I was of the view we wouldn't deal with the estimates. I thought perhaps there might be something else that the committee would wish to do. If not, we simply won't sit. We will leave it at that, Mr. Cooke.

3:50 p.m.

Mr. Cooke: Mr. Chairman, the clerk will invite Dr. Weingard?

Mr. Chairman: I will ask our clerk to invite Dr. Weingard.

Mr. Bounsall: Continuing with the estimates, I want to turn now to Penetang. I don't intend to give a history of the situation at Penetang; I think it is pretty well known.

I listened to most of it, and subsequently read the minister's throne speech address with respect to what is being done in Ontario with respect to the French language, the encouragement of its teaching, the training of the teachers and so on. But the final line in this year with respect to French always boils down to Penetang, and it won't go away. I would be quite interested in knowing, at some point fairly early on, what the minister is intending to do next in Penetang.

The last move with regard to the francophone community was your suggestion of a double shift at the Penetang secondary school, which was rejected by the board. Yet, there are still hopeful signs in the whole situation. As I understand it, last night the board in Penetang agreed—passed a motion, I believe—that it would pay five per cent in terms of capital for any solution which develops. The board, of course, is looking for a solution from the ministry.

This is still light years ahead of what was happening down in Essex county. Essex county school board fought every step of the way. Even after the legislation was passed, it had to be pointed out in no uncertain terms by the Minister of Education what the legislation meant for them.

We don't have that in Penetanguishene. We have a school board which doesn't want to take the responsibility of the decision and says to the ministry, in essence, "Whatever you decide, we will go along with." The board was on record last night as being committed to paying its five per cent of any capital requirements.

That was not the situation in Essex county. What it clearly indicates is that—however much the minister and I and members of this House may feel it should be taking on the full responsibility in resolving that situ-

ation—the board is saying, "We will go along with whatever the ministry decides."

Why hasn't the ministry decided? Why do we have to do what we did in Essex and wait for more than a year before the ministry decides what could and should have been decided without that intervening year, with all the problems and biases that grow up as a result of that time delay? It's not going to go away. There has to be a solution.

I am taking the opportunity of these estimates to toss several questions at the minister, which I hope she will answer some time soon, with respect to the Penetang situation. I can't understand the reason for the delay. In terms of the provincial budget, surely it can't be capital fund expenditure that is causing that school not to be built.

In the Essex county situation, when the figures being proposed by the francophone community with respect to enrolment were being challenged, it turned out that the figures were very close to being correct. Why do we have what appears to be on the part of the ministry some doubt—unless the minister and the ministry have made their own very careful surveys—as to the figures on enrolment as presented by the francophone community in Penetang? That is an interesting question and one I would like to see answered. Basically, how do you now intend to resolve the matter?

One can get very introspective over this whole issue and impute a lot of motives. Certainly it is very clear to us in Ontario, now, that if the Premier (Mr. Davis) should go into Quebec in advance of the referendum, however low key his speech, however much he may soft-pedal his appearance—if that is what he is intending to do—that will not be allowed to happen. If he goes—in and out—to speak to some Empire Club in Quebec, at that meeting the Penetang situation will be raised. It can never be a low-profile appearance in terms of the Penetang situation. That is fairly clear.

At the same time, the Ottawa-Carleton group may also make an appearance in favour of the French-language school board. I can't understand why the Premier himself, or the minister, would want to see the Premier in that position, should he make an appearance in Quebec before the referendum date. As I said, one can get very introspective and think of a bunch of reasons, but for the life of me, I cannot see why one would expose the Premier to that. Of course, one could say: "Okay. He's not going to go in."

Will it be after the referendum—whether it's yes or no—in advance of a serious discussion among the provinces of a revised

constitution for Canada? Maybe that is the time when announcements with respect to the resolution of Penetang would be more appropriately made. Are we just waiting for that time? One could go on with several other scenarios as to why it is not being done now, rather than at a better, later date.

But it is going to be there; it is not going to go away. We can have all sorts of programs for exchange students with France; we can upgrade the French-language instruction ability of our teachers; we can do everything with respect to French education contained in the minister's opening statement and in her throne speech of just a few nights ago; that is the question that everyone in Ontario who is at all interested in this subject is looking at. That is certainly what is being taken as an example in Quebec, at the moment and right along, of Ontario's attitude towards French education.

I cannot understand it, having lived through in detail the Essex county situation and knowing that problems keep growing for every day of delay. For the life of me I cannot see why a responsible government in Ontario is letting this feeling continue to grow.

I say no more on that subject except this final comment. When the problems were first encountered in a very serious way in Essex county—and I am not going back to the start of the Essex county situation in 1968, but to November 1976 and into February 1977—I was not totally in tune with the situation. I had a few months' incubation period, a few months in which I had a tough time understanding what finally turned out to be, in my mind, the quite legitimate right of the francophones to have a separate, distinct site for secondary school education. It took me a little while really to grasp the reasons.

4 p.m.

This came about as a result of a lot of contact with the francophone community, sitting and talking with them, and finally understanding why. It took me another couple of months beyond that for me to grasp fully what their thoughts and emotional reactions were to receiving anything that could be deemed second-rate for their community, and why they felt that way.

I wonder what the holdup is in this case. Is it for the minister to be convinced that mixed schools really are not the solution? In many areas in Ontario, and clearly in Penetang, they are not. Is it Penetang's expressed need for facilities that are not second-rate

but something of which the community can be proud?

If this is what is in the minister's mind, I would say to her, however much she discounts the five months that it took me to grasp the legitimacy of, and the emotional feeling behind those points in Essex county, spend time with the francophones in Penetang and from Penetang and other francophone groups in Ontario, so that she absolutely understands what they are saying when they pursue their legitimate objectives.

If that is the holdup, and if what I have suggested is done, I think the minister would thoroughly understand the situation and reach a fairly quick solution to the Penetang problem.

When you have the francophones in Penetang saying they would attend the existing secondary school on a shift basis, separately from the other students in the community, and work it out that way, that is a proposal. Certainly a few months beyond February 1977 you could not get the francophone community in Essex county to agree to do that. There seems to be much more flexibility in the attitudes of the Simcoe county board of education and of the francophones in Penetang than there was in the Essex county situation.

Why the ministry is not taking advantage of this and reaching a workable solution, I fail to see. There seems to be a solution of some kind easily obtainable, provided the dialogue is fairly direct. I regret as much as the ministry does that the Simcoe county board's game plan is not to take this decision unto themselves; that you have the Simcoe county board saying, "We will abide by your decision."

Rather than let any more time elapse, take them up on their oft-stated offer and reach a solution, Madam Minister. Perhaps only you can legitimately comment on this, and perhaps you personally have not been as close to the scene as you need to be to reach that solution. If that is so, and if it has nothing to do with any tactics associated with the stand taken by Ontario's Conservative government with respect to Confederation—and I may not agree with the tactics that are being used if such is the case—then go in and get that solution as soon as you can. It has gone well beyond the point where we can spend much more time without reaching a solution.

As I said, I would be interested in receiving at some point the minister's detailed responses and thoughts in this whole area.



There are several other areas, Mr. Chairman, that I would like to pick up on from the minister's statement.

I welcome the financial assistance, mentioned in the statement, that is going to flow to small elementary schools and small secondary schools in order to encourage their continuation and the continuation of community schools; although the amount—\$300,000—to be distributed over all the elementary boards in Ontario is small. Maybe that's because not that many schools in our boards are down to that small a number of pupils.

On the school-closure issue, in the last four or five months there have been several examples of the problems we were running into all last year with attempts to close small community schools. When groups of parents and others in the community, who now know that procedures for closure must be approved by the ministry, ask their school boards about it, they say, "Oh, yes, we've had that procedure for some time." When they are queried as to whether or not, in response to your letter that went out last fall, they have responded by obtaining ministry approval of their new closure criteria, I must admit that in most cases the answer is rather unsatisfactory, suggesting that they in fact haven't.

I would like to know precisely what is being done with respect to those small-school closure procedures across the province. Is the ministry making it very clear to school boards that any procedure under which they have operated in the past is not valid until it is approved by the ministry? There appears to be no slowdown, and boards are charging ahead and closing small community schools.

Will the minister make it very clear that school boards should not proceed further with any school closures until those procedures, which the boards are to develop meet with the approval of the ministry? Because I think that in many board areas that is the only way you are going to get details of the procedures back quickly. I would hope that the ministry, in looking at those procedures which come in, will go over them very carefully. If there is no moratorium or closures until those procedures are approved by the ministry, it is not going to get a very quick response from the boards across Ontario.

Perhaps we can ask how many responses from school boards have come in since the minister sent her proposal out. I assume that the ministry is correct in expecting responses from each and every board and will scrutinize them to see that enough safeguards are built

into the procedure to enable small community schools to be kept open.

To summarize, it is to be made clear that school boards must proceed to outline their procedures for the closure of small schools; that they must be scrutinized and approved by the ministry; that in order to get those procedures in, there will be a moratorium on all small-school closures until those procedures are submitted and approved by the ministry.

Moreover, the communities must be assured that those procedures are not just a decision made by a school board on its own and that the public has been involved in a discussion on those procedures. Because if you haven't got that, for most boards it would be very much an in-house document and not one discussed with and understood by members of the community.

I am rather surprised at the numbers of people in the community who are not parents who are interested in seeing that community schools don't close.

4:10 p.m.

Obviously parents are interested, but I would have gone, by and large, on the assumption that not many other people in the community would be interested. I am surprised at this each time it occurs. I think often it is a case of people worrying about the resale value of their house, because of the possibility of there being no school in the immediate vicinity for a purchaser's children to attend.

Whatever the motive, there are people other than parents who are quite interested in the retention of community schools. With the financial assistance now being given so that small elementary and secondary schools may remain open, we hope the ministry will persist in its intentions with regard to the procedures and criteria for closing small schools in the way I have outlined here today.

In each and every situation brought to my attention there are a whole host of unreasonable factors that come in which would cause most rational people to wonder why the board is proceeding in the way it is. There is a school in the south Windsor area of my riding attached to the Windsor separate school board which it appears the board wants to close down. It is only 15 to 17 years old and is in good physical shape.

Apparently, the board has in mind that in two or three years' time, provided the economy bounces back in Windsor and there is a resurgence of new home building, it may have to build another school in the immediate vicinity of the new homes. Why close a school in which there are 80 to 90 pupils and in so



short a time in the future build a new school in the immediate vicinity? Why not leave the existing school open?

The economic situation in Windsor now may extend that time frame a little. It's hard to picture Windsor, in the present automobile situation, being able to return to any semblance of normality before 1983, so the plan for the building of another school may be three years further down the road than when the decision was planned. We may well be talking 1986 rather than 1983.

When you see the factors involved, and the lack of discussion between the board and the parents, it certainly underlines the need for a well-understood procedure by the board to develop, in consultation with each and every community, and with careful scrutiny by the ministry, the criteria for small-school closings. As I mentioned, in order to get those procedures in place as soon as possible, there should be a moratorium on all school closings for the coming year until those guidelines come in and are approved.

Turning to another topic, I was interested in the curriculum documents section which the ministry announced and in the one paragraph on bias. This is a curriculum document which makes suggestions to publishers and authors on how to avoid the racial, religious and cultural bias in learning materials for schools, and that is all very well.

We are so close on the heels of last year's estimates that on certain sections one can repeat the whole argument that ensued at that time. We can send to authors and publishers all the curriculum documents we like on how to avoid bias; we can have all the nice textbooks in the value-sensitive areas already on the market and much improved over the situation in 1970-72, when the teaching-prejudice studies were being done and published, and school boards would not spend the money to purchase; but my concern remains what it was last November.

I spoke to one of the authors of the teaching-prejudice report nearly a year ago, and he was rather pleased with what had occurred in the textbooks in Ontario, but very discouraged at the rate at which these textbooks were being purchased by the boards and getting before the children in our school system. This is just not occurring.

I suggested last November that perhaps the ministry, when making its grants to the school boards, fix an amount which must be spent on new book purchases for a few years in order to remove the biased textbooks still in use.

I don't—and I am sure the ministry officials don't—like to tie funds to a particular ex-

penditure. But with the cutback that is taking place in provincial funds to school boards right across Ontario, it is not unreasonable that many of them might choose to cut back for yet another year on their purchase of school books. That would clearly only serve to continue the use of the biased textbooks in our classrooms. I would hope the ministry would put additional funds into school boards in order to replace the biased, prejudiced textbooks rather than just saying, "You must spend for that purpose a certain percentage of the moneys we intend to give you."

I cannot see any other way, Madam Minister. If you and ministry officials are serious at all about getting bias and prejudice out of the textbooks in Ontario, it has to make some move like that. It would be a most popular move. I really think the ministry should grant additional funds directly to our school boards for this purpose. This is the only way to achieve the desired end.

Madam Minister, regarding the general-level grants, let us just say that I am very disappointed in the levels in both the primary and secondary panels. They are not enough to keep up with the cost-of-living increase being experienced by school boards across the province. They are again in a situation of having to increase local taxes just to maintain the system they had last year.

I cannot understand a policy of the Ministry of Education which forces higher school taxes and higher property taxes upon the people of Ontario because of its lack of adequate funding of school boards through its general-level grants. Last November, I calculated that to maintain in this coming year what the position was just two years ago, and to close the gap in dollar terms between elementary and secondary, one should have an elementary grant this year of 14.6 per cent and 9.6 per cent for secondary. We have not nearly achieved that in Ontario. 4:20 p.m.

I suggest, as a result of the grants announced for school boards this year the percentage of school-board expenditures in Ontario for the year 1980-81 picked up by the province will be under 50 per cent, in the vicinity of 49 per cent. That is my guess based on what has happened in other years. If the ministry can show that that is going to be much different—it would be a guess at this point on both our parts—fine.

But the funding trend this year follows what it has been. There has been a steady decrease in the percentage of funding provided to school boards by the province. This clear under-funding in the cost of living to

school boards would indicate a decrease from around 51 per cent. It may not slide under 50, but it certainly will represent a decreased percentage expenditure for yet another year on the part of the province. Whether it is just at 50 or has fallen to 49, figures later in the year will show.

On a completely different topic, the area of independent schools and their support: Has the ministry made any decision yet on the funding for independent and private schools? The more I see of the independent schools that are springing up across the province and the reasons for their existence, the more I am convinced, Madam Minister, that these schools have to be supported.

It is being tried in other provinces now. The studies on the effect of that funding are taking place in British Columbia. Is the ministry awaiting the results of their experience and study before they embark upon a similar type of program? What is the delay on this? Or the question would be: Is it really being looked at actively within the ministry? If not, why not?

I am not speaking for my party at this point, but I rather incline to the full provincial grant for each student in Ontario, following that student to wherever he goes, providing it is an institution in which there are qualified teachers and providing it can assure the ministry officials its teaching program will meet the core requirements. If they have those two points—qualified teachers and a curriculum which will meet basic core requirements of the ministry; and in most cases the independent schools do—I suggest to the ministry there would be nothing wrong with the grant given for elementary and secondary pupils following those students to whatever educational institution they should go.

I am interested in another area, in how soon we will have the special-education legislation. I gather that will be in the very near future and from the exchange yesterday, I am glad it will be mandatory for the boards of education to provide it.

**Mr. Sweeney:** That's not what she said.

**Mr. Bounsall:** She used another adjective.

**Mr. Sweeney:** Responsible.

**Mr. Bounsall:** I would like to know in the minister's response where it would be mandatory—and I use that adjective—for the boards of education to provide special education. I look forward to seeing that legislation as soon as possible.

Two other areas of interest to me before I leave my general comments and we get into the detailed votes in the estimates. One is an area of some concern to secondary school

teachers and those who watch and are interested in the whole secondary system in our province, that is the area of technical training.

There still seems to be a lot of uncertainty as to how much the teachers in Ontario are going to be consulted on the certification of valid courses in our good technical schools in the province with respect to credit for those courses towards journeyman's papers.

The week before last, we had an opportunity to visit Danforth Technical School and Central Technical School here in Toronto. I understand Western Technical School is on the same equipment and program par, by and large, as those other two technical schools. I gather there are another three or four in the province on the same general technical training par as those technical training high schools.

It's quite clear to me, looking at their equipment and many of their programs, that there should be, if there is not, a direct correlation between courses taken there for credit and journeyman's papers. Unless I have missed something, this is not a clear situation at the moment. It should be clarified immediately so students going through those programs know exactly what courses they have as credit towards their journeyman's papers.

That should be decided now, as one of the major priorities for the ministry, as the government and this ministry and the Ministry of Colleges and Universities deal with the whole problem of the need for technical training in Ontario.

Furthermore I suggest, not only for the schools which can be identified in Ontario as excellent technical schools or those schools which have excellent portions of technical training if not entire programs as they have in these three Toronto schools, the ministry's efforts should be geared to seeing that technical high schools become equipped as these schools are in the near future. They should be the places in the province where one gets one's technical training leading to certification rather than—if one is looking at it financially—the slightly more expensive community college setting.

We have in Ontario schools at a much lower cost. Part of their normal education can give equivalent training to our young people which takes place at a much earlier age.

I must admit, having seen Danforth Tech and Central Tech, I was rather envious that these facilities exist in Toronto and that similar facilities do not exist in Windsor so that the people in Windsor—and perhaps one person in my own family—would have that



type of technical training available in their community. The whole concept and the programs of those schools are admirable. They have full academic as well as full technical training.

Whether or not they go on to grade 13 in that same institution and thereafter to university, whether or not they take other technical courses which children from my community or my own children would like to take in addition to their normal academic courses, that detailed technical training they get would stand them in good stead throughout the rest of their lives.

4:30 p.m.

I'm rather envious, as I say, that that sort of facility is not really available any more in our community. It's the type of institution and educational setting we should be encouraging right across Ontario, and the sooner the better.

This is not to take away from the programs which community colleges have, but to have our young people in Ontario, at ages 12 to 14 when they enter high school, embarking upon a full accredited program of technical training which would be at least partial credit towards their journeyman's papers down the road.

Finally, one other topic I want to touch on is Bill 100 and the review of Bill 100. Let me just say—from what I can perceive from the minister's reply yesterday in the Legislature with respect to the Sudbury situation—I compliment the minister on what appears to be finally, on the part of the ministry, a strong stand on the school strike situation. Arbitration forced upon two parties I firmly believe never works.

In this instance, I'm sorry it's Sudbury. They seem to have had more than their share of problems but clearly, to my mind and I guess to the minister's mind, what is appearing there is again a situation where a party—usually the school board—feels if they hold out long enough they will get provincial legislation on compulsory arbitration imposed on them.

If I can interpret the minister's feeling—and this is a bit of an interpretation—it looks as if in this situation—we have to do it somewhere—we are making it clear to the boards of Ontario that when there is a strike situation in a school they will not be bailed out by compulsory arbitration legislation by this province. Having had several pieces of legislation forcing teachers back to work in compulsory arbitration in the situation, the only way we can make the point now—and unfortunately it looks as if Sudbury may be the case—that

that is not going to happen is to let one side stay out.

I interpret that to be the minister's position and it certainly will be productive in other situations in the province as they arrive, when it is clear the ministry will not embark upon the bail-out program, as it has in the past. I compliment the minister on taking that position.

I was also interested in the minister's reply to the questions asked. If there is any legislation then they come down the line with respect to Sudbury or any situation that has gone on for some time. There will be legislation indicating that the academic work that has been missed to date must be made up—almost a compulsory change in the school year for that particular board and teachers—so we may have school classes running into July or starting earlier than Labour Day in September as a means of making up the time lost.

In Ontario we are a long way away from the agricultural setting which caused us to have to have summers off. Certainly in the Sudbury area there is no extensive farming that I know of that would cause students to have to be out of school in the summer months in order to work on the farm.

Hon. Miss Stephenson: Where were you on January 11, 1979? I raised that question.

Mr. Bounsall: I think we are in general agreement.

Hon. Miss Stephenson: I didn't hear anything about your agreement with it, I must say.

Mr. Bounsall: On January 11, 1979, that's last year.

Hon. Miss Stephenson: I raised that question in Ottawa and got horrendous criticism from all kinds of people about suggestions regarding modifying the school year in the light of our moving from an agrarian society and I didn't hear anything from you.

Mr. Bounsall: You didn't hear any criticism from me. There are some areas in our province, obviously, where the agricultural year with respect to schools has some validity perhaps.

Mr. Grande: That was only part of the tactics you were talking about.

Mr. Bounsall: Certainly in the Sudbury situation they are not needed back on the farm. With the unemployment that is rampant in Ontario and the real lack of opportunity for most students to obtain summer jobs, having schooling in the summertime is not cutting materially into their working



opportunity, opportunities that by and large do not exist.

So I say to the minister I see no problem with what appears to be the way the minister is moving in this strike situation, the way the province is not going to interfere and the two sides must reach a conclusion themselves, and the way the minister may still ensure the students have the opportunity to receive all the material they should have had in the course of the school year.

I hope the minister takes these words as a compliment on how that situation is being handled. I regret there is any strike situation, as does the minister, but the key is how one solves it to the benefit not only of the local situation but to the rest of Ontario.

I think we must make it clear, as I believe the minister has, that the strike will be over when those parties agree to end it, and not before. I do believe the minister has assembled a good team of three. If there are any persons to assist in mediation, if there is anything more the minister can do at this point, apart from standing firm and not bringing in back-to-work legislation, I fail to see it.

In this situation, I want to compliment the minister on the stand she has taken to this point. Thank you, Mr. Chairman.

**Mr. Chairman:** Madam Minister, do you have any response to the critics' comments?

**Hon. Miss Stephenson:** I do, indeed. If I may, I would like to begin with the questions in the order the critic for the Liberal Party, Mr. Sweeney, raised them yesterday.

The first issue he raised was the provincial share of education costs and he suggested it had declined in 1980 as compared to 1979. Indeed, that has not happened. The overall rate of provincial support has been maintained, as closely as we can estimate, at the same percentage it was last year, which was 51.95 per cent. I will give you some figures.

**Mr. Sweeney:** What would you base that on, please?

**Hon. Miss Stephenson:** School board expenditure in 1979 was \$3,942 million. The careful estimate we have made for 1980 is that it will be \$4,295 million. The general legislative grant in 1979 was \$2,048 million; in 1980 it will be \$2,224 million. The percentage rate of support is 51.9 per cent.

**Mr. Sweeney:** I am sorry, Madam Minister. Would you repeat those last two figures? They don't seem to fit.

**Hon. Miss Stephenson:** \$2,048 million general legislative grant for 1979; \$2,224 million for 1980.

4:40 p.m.

**Mr. Sweeney:** What's the \$2.6 billion figure in here for then?

**Hon. Miss Stephenson:** That's the general legislative grant plus the operation of the ministry. The reference you made to a 9.6 per cent increase in the ceilings and a 6.6 per cent increase in the grants, which you suggested resulted in a decrease in provincial support, is not correct because it doesn't take into account the increase in per-pupil expenditure.

For example, 9.6 per cent as it is in the elementary system simply does not mean there is an increase in total expenditure of 9.6. The increase in total expenditure is lower because of the fact that there is declining enrolment.

It doesn't take into account either the \$35 million provided for assistance to school boards with increasing mill rates. You will recall earlier this year we made a statement to the school boards which I would like to quote:

"The general legislative grants for 1980 will be \$2,189 million. This is an increase of \$135 million or 6.6 per cent increase over the previous year. In addition, the \$2,189 million will be increased by a further \$35 million to facilitate the introduction of the new assessment equalization factors." So that indeed the total is \$2.24 billion.

**Mr. Sweeney:** That's the five per cent limitation situation which the Minister of Revenue announced.

**Hon. Miss Stephenson:** Yes. We also suggested there was—

**Mr. Sweeney:** Excuse me, Madam Minister. You indicated that the 9.6 per cent increase in the ceiling would not necessarily reflect a 9.6 per cent increase in expenditures.

**Hon. Miss Stephenson:** Total.

**Mr. Sweeney:** Yes, because you had to take the declining enrolment factor in.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** Do you have any kind of figure to define what—I was trying to make a judgement that the difference between the 9.6 and the 6.6 could reflect a declining enrolment factor, but the percentage is just too big. Declining enrolment is not that great.

**Hon. Miss Stephenson:** The 6.6 also includes the secondary school expenditure

which is not at the rate of 9.6 in terms of increase.

**Mr. Sweeney:** It's 8.4. The discrepancy between those two figures cannot be accounted for by declining enrolment, that's the point I'm trying to make, unless you have figures which are very different from mine. Two per cent declining enrolment plus the \$35 million would make up the difference, is that what you're suggesting? On that basis, you are saying the provincial share is holding firm in the last two years?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** Neither up nor down to any great extent.

**Hon. Miss Stephenson:** Right.

**Mr. Sweeney:** Okay, thank you. That gives me the basis of it. I will have to work that out with the other figures I have.

**Hon. Miss Stephenson:** The suggestion was also made by Mr. Sweeney that the increasing spread between ceilings for elementary and secondary was significant and did not reflect the commitment of four years ago.

Since the introduction of grant ceilings in 1970, the elementary ceiling has increased from \$500 to \$1,546, which is an increase of 209.2 per cent, whereas during the same period the secondary ceiling has increased by 115.4 per cent from \$1,000 to \$2,154.

The elementary ceiling is much higher when you express it as a percentage of the secondary ceiling because in 1970 it was 50 per cent of the secondary ceiling and it has increased now to 71.8 per cent of the secondary ceiling in 1980.

I would agree the gap between the elementary and secondary grant ceilings has increased in actual dollars from \$500 in 1970 to \$608 in 1980. However, the key issue really is the increase in the grant ceilings which I have just suggested, the 209.2 elementary as compared to 115.4 secondary.

**Mr. Sweeney:** Madam Minister, would you not agree that the actual number of dollars available to spend on a student is really the significant factor? The percentages are interesting to talk about.

**Hon. Miss Stephenson:** The percentage gap is decreasing constantly.

**Mr. Sweeney:** But the actual dollars to spend on the students is growing; the gap is growing.

**Hon. Miss Stephenson:** For certain reasons. You cannot compare totally elementary and secondary levels because the costs vary quite significantly, as you know. In operating plant, in the maintenance of secondary schools, in computer services, these are just a couple of

areas in which this has happened. We have a constant dollar figure between 1970 and 1980.

**Mr. Sweeney:** Between 1970 and 1980?

**Hon. Miss Stephenson:** Yes. The \$608 in actual fact in constant dollars is \$284, when it is expressed in 1970 dollars. You will recall it was \$500 in 1970.

**Mr. Sweeney:** Okay.

**Hon. Miss Stephenson:** And you are aware of the differences, obviously, such as the technical courses provided in many secondary schools which are relatively high-cost programs.

**Mr. Sweeney:** Yes. I think the other point the minister will recognize is those are costs that would have been incurred to a much larger extent when the facility was set up in the first place. The recurring costs for the kinds of things you are talking about would not reflect this change. Obviously, it costs a great deal more to equip a secondary school, especially the technical or the business wing of it.

**Hon. Miss Stephenson:** It also costs more to maintain it.

**Mr. Sweeney:** I would question that much more.

**Hon. Miss Stephenson:** Well, we have designated funds specifically within the last two years in the general legislative grants in order to ensure improved maintenance and replacement of equipment in the technical area.

**Mr. Sweeney:** So what you seem to be saying is we can continue to expect this kind of gap.

**Hon. Miss Stephenson:** I do not know that we will ever narrow the gap totally.

**Mr. Sweeney:** That was never suggested. It has always been recognized, Madam Minister, that there are costs in the secondary school which are higher. But the point was at that time—1974-75—we have now recognized that we should make some attempt to close them down because you have—

**Hon. Miss Stephenson:** But we have been doing that.

**Mr. Sweeney:** But, again, not in real dollars.

**Hon. Miss Stephenson:** When we moved from a 50 per cent difference to a difference of less than 29 per cent between the elementary and secondary, then I think that is fairly significant.

**Mr. Sweeney:** I see your argument. The difficulty I have with it is the dollars that are available. As a former treasurer of a board, I



know the only thing that really counts is the number of dollars you have to spend.

**Hon. Miss Stephenson:** But there has been a constant movement in the direction of narrowing that gap since 1970 and it has not abated.

**Mr. Sweeney:** I am really interested in your reference to constant dollars.

**Hon. Miss Stephenson:** In 1970 dollars.

**Mr. Sweeney:** Yes.

**Hon. Miss Stephenson:** But that is not my figure. That's the mathematical—

**Mr. Sweeney:** But we will come back to that one again, Madam Minister. I want to check the record, because I recall very strongly our making some reference to constant dollars in another context and being told clearly it was ridiculous to use that because if you applied it to everything, it does not make any sense. I want to go back and check the record on that. I think there is a certain amount of validity to it, quite frankly.

**Hon. Miss Stephenson:** All right. Then perhaps it is wiser to look at percentage improvement rather than at dollars if they are that uncertain.

**Mr. O'Neil:** Why do you talk about constant dollars?

**Hon. Miss Stephenson:** But I didn't. The question was raised.

**Mr. O'Neil:** But your figure was there.

**Hon. Miss Stephenson:** No, it wasn't there. I didn't have it. It was just supplied to me by Dr. Benson because he was able to figure it out.

**Mr. O'Neil:** Well, it was there.

**An hon. member:** He never suggested it.

**Mr. O'Neil:** Why do they talk in constant dollars? Why would they have those figures? As a comparison or—

**Hon. Miss Stephenson:** I don't suppose he has the figures. Did you just work it out?

**Dr. Benson:** I just worked it out.

**An hon. member:** Hand-written.

**Hon. Miss Stephenson:** I did not have any information about it, I must say.

One of the other suggestions that Mr. Sweeney made was that the separate school boards were no better off as the result of the new pupil rating of 1.135 up to nine and 10.

**Mr. Sweeney:** "Relatively speaking," were the words I used.

**Hon. Miss Stephenson:** All right. As you know, the increase has been from 1.125 for 1979 to 1.135 for 1980. The grant ceiling for grades nine and 10 on the separate boards

has increased from \$1,585 in 1979 to \$1,755 in 1980, which is really an increase of 10.73 per cent as compared to 9.72 per cent increase in elementary and 8.6 in secondary.

4:50 p.m.

**Mr. Sweeney:** What has happened is a 10 per cent increase on the one hand and when you compare that amount of increase with the growing differential between elementary and secondary it was in that sense that I said "relatively speaking" they are not much better off, if better off at all. That was the point that I was making. Do your figures not bear that out?

**Hon. Miss Stephenson:** There has been an improvement in the percentage of secondary grants ceilings for grades nine and 10 even between 1979 and 1980, because it has gone from 79.9 per cent in 1979 to 81.5 per cent in 1980. Now, that may not appear to be a dramatic increase to you, but it is, in fact, an increase and an improvement.

**Mr. Sweeney:** One of the reasons I tied those two together was to point out to you that as long as the actual dollar gap between elementary and secondary ceilings continues to grow, your attempts to narrow the gap between the ceilings for grades nine and 10 separate schools and grades nine and 10 public schools will not close very much.

In other words, as you attempt to close one and you are widening the other one, you are staying relatively still. Widening in real dollar terms is very few dollars. The dollar you have in your hand you can go out and buy a textbook with or whatever you buy with it.

**Hon. Miss Stephenson:** It would be nice if they did.

**Mr. Sweeney** also raised a question about why the declining enrolment factor was based on schools rather than the school system. In actual fact, it is provided to school boards, as you know, because no grants are paid to individual schools. We recognize that most boards experience, to varying degrees, financial problems associated with declining enrolment but it is felt that the problems are most severe for school boards with a low enrolment base and for school boards having small and isolated schools.

All boards with an elementary and secondary school enrolment of fewer than 4,000 pupils—you will recall those criteria were established before—receive a grant equal to 20 per cent of the grant ceiling for each pupil decline in excess of the provincial average, in order to offset the fixed costs that really cannot normally be reduced during the first year of a drop in enrolment. The additional grants are provided to school boards in



respect of the small, isolated schools in order to ensure that the boards may continue to be able to operate these schools as viable units.

The grants are calculated in respect of specific schools because the magnitude of the problem is reflected in the actual school situation rather than in the overall board situation in many instances.

**Mr. Sweeney:** On the basis of your identifying the need at the individual school level rather than the entire system level, could this be used as a valid argument by groups of parents when dealing with their school board with respect to deciding to close or not to close a particular school, from a financial point of view?

**Hon. Miss Stephenson:** From a purely financial point of view I would suspect that some might attempt to use it that way, but the initial premise is, of course, that the board have a relatively small enrolment in its total system and that its decline be relatively more significant than the provincial average.

**Mr. Sweeney:** But the change you made this year in recognizing the number of pupils per grade per school has no necessary relationship to the total decline within a school system, unless I'm quite misreading your comments.

**Hon. Miss Stephenson:** Because the problem relates more directly to those boards which were having problems last year when we made that modification in the grant, most of the funding will go in that direction.

**Mr. Sweeney:** On a point of clarification—I understand at least what I am trying to say. Even though a particular school board, or system, if you will, was not experiencing a serious problem with declining enrolment but had individual schools within that system which were, my understanding is that your grant regulations for this coming year—

**Hon. Miss Stephenson:** Might be of some assistance.

**Mr. Sweeney:** —would assist that board with respect to those particular schools.

I do not understand—I realize I am repeating myself; I'm just trying to understand what you are saying in your grant regulations—that there is any necessary relationship to a declining enrolment factor for the entire system as compared with the declining enrolment for an individual school or one or two or three individual schools.

Am I correct in that or is there a relationship there somewhere that I'm not seeing?

**Hon. Miss Stephenson:** It's my understanding that most of the schools having that

kind of problem are in the areas where that initial factor was an important factor.

**Mr. Sweeney:** Let me give you a specific example in Peel. It is generally understood that the system as a whole is growing, but my understanding is that those schools that are down nearest the lake, because of settlement population patterns, are contracting. Am I correct in saying that although the Peel system as a whole is not experiencing declining enrolment, perhaps is even increasing enrolment, those individual schools which are in a declining enrolment section of that board could still benefit from these regulations if their per grade enrolment dropped below the 20?

Is that right or wrong?

**Hon. Miss Stephenson:** That wouldn't happen because one of the important portions of the definition for qualification for the factor is that they are somewhat isolated and there isn't a Peel school that's 20 miles from another school by road that I'm aware of.

**Mr. Sweeney:** That's secondary, I understand. I don't recall that applying to an elementary school.

**Hon. Miss Stephenson:** It's five miles for elementary, right.

**Mr. Sweeney:** All right.

**Mr. Chairman:** May I just interject at this point? I am becoming a little concerned. The chair does have some latitude when the minister is responding to the critics' comments. However, Mr. Sweeney, I must tell you I am becoming concerned that we're entering into a debating situation and you're having what in effect amounts to a second leadoff chance.

I don't mind you interjecting and asking points of clarification and making very brief comments, but I would alert you to the fact that the chair is becoming a little concerned at this really developing into a debate again.

**Mr. Sweeney:** They really are points of clarification.

**Hon. Miss Stephenson:** I must assume some responsibility as I obviously was not clear enough in the last response.

**Mr. Sweeney** also suggested that the recommendations from the Ontario Economic Council related to a three-year funding base for elementary and secondary education. The council's statement was that it endorsed the use in the formula to be adopted of a three-year enrolment base instead of allowing a board's grants to vary with the annual change in enrolment in schools under its jurisdiction.

I have to tell you that if we went in that direction it would have a particularly negative effect on growing boards, especially the Roman Catholic separate school boards. The total allocation is a fixed fund every year and the redistribution of the funds which would arise from the proposed enrolment measurement would be detrimental to those boards with a growing enrolment. Therefore, it has been considered to be more appropriate to do it on an annual basis when it's related to enrolment.

**Mr. Sweeney:** May I ask a question of clarification, Mr. Chairman? It is my understanding that there are only three boards in the province that would fit your last description. Is that not true?

**Hon. Miss Stephenson:** I think there are six or seven—it is fewer than 10, but they do have specific problems and I would not like in any way to jeopardize the situation for them.

**Mr. Sweeney:** Could one of your officials clarify the number?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** Because my information tells me three. What I'm trying to suggest is that if it's only three I don't think your argument is as valid as you would like to make it. If it is many more then it's probably quite valid.

5 p.m.

**Hon. Miss Stephenson:** The concern we have as well relates to the areas in which there is declining enrolment because it provides us with the capability of assisting specific situations rather than going for global kinds of conditions in response to declining enrolment.

I would mention three factors specifically to you. The weighting factor, which is designed to protect special programs while enrolment declines, programs such as special education, English as a second language and technical education; the small-board weighting factor and the small-school weighting factor, which, I think, would be jeopardized if we went to a three-year enrolment base.

**Mr. Sweeney:** I will come back to that later.

**Hon. Miss Stephenson:** The next item was related to the pooling of commercial, industrial and institutional assessment. I would like to tell Mr. Sweeney that that issue was raised in Dr. Jackson's report and will be addressed in a response to that report.

He also raised the issue which was suggested, I think, in a Toronto newspaper regarding the Toronto Board of Education's comment about funding for Indo-Chinese pupils. As we committed at the last estimates, we have moved to a current funding mechanism. The Indo-Chinese peoples are funded through the regular per-pupil allocation and the language-instruction weighting factor. These pupils are neither identified specifically nor funded separately. They are funded in the same manner as are all immigrant children, that is, on the basis of the English-as-a-second-language program provided.

But, effective January 1980 the language-instruction weighting factor reflects current programs and services. The number of English-as-a-second-language teachers providing programs and services for Indo-Chinese pupils in 1980 will be used in the calculation of the 1980 language-instruction weighting factor. This will provide additional grants in 1980 to offset the cost of the programs on a current basis.

The enrolment of the Indo-Chinese pupils will be measured as of January, April and September of this year, as for all pupils in the system. The actual payment of grants to school boards will be based on the board's estimated 1980 enrolment, which obviously should include the Indo-Chinese pupils, and the board's estimated 1980 expenditure, which should include expenditure in respect of those pupils. The payment of this grant will be immediate.

The Metro allocation process is a significant part of this issue in that the money does not necessarily flow to the area boards as immediately as it flows from the provincial grants' system to the Metropolitan Toronto school boards.

**Mr. Sweeney:** I have to have some understanding of what the meaning was when the Toronto board said, "... is waiting for almost \$200,000 in special funds to help absorb 1,800 Asian refugees into the school system, despite assurances from the Ministry of Education that they would get advance funds. 'We haven't received a nickel,' said Ed McKeown, associate director."

What was the basis of that kind of statement? That was April 7.

**Hon. Miss Stephenson:** His route of questions should be directed to the Metro board.

**Mr. Sweeney:** In other words, the money was given from your ministry to Metro, but not to Toronto.

**Hon. Miss Stephenson:** The provincial grants to the Metropolitan school boards for



the preliminary 1980 language-instruction weighting factor are approximately \$7 million. Those amounts are going to increase to reflect the level of service provided by the six area boards in 1980. I would anticipate that would be an additional \$3 million or \$4 million in 1980.

**Mr. McClellan:** Are you making inquiries to the Metro board as to why that money has not been turned over?

**Hon. Miss Stephenson:** Yes. We have had some discussions with the Metro board.

**Mr. McClellan:** What was the explanation that was given?

**Hon. Miss Stephenson:** I am not sure that I have a complete definition of any explanation at this point.

**Mr. Bounsall:** They are frustrating even you.

**Mr. McClellan:** But I assume I can count on you to pursue it and to try to make sure that the money goes for the purposes for which it was given?

**Hon. Miss Stephenson:** We are pursuing a mechanism.

**Mr. O'Neil:** Were you given any indication as to when those funds will be turned over?

**Mr. Grande:** Yes, next year.

**Mr. Bounsall:** In due course.

**Mr. O'Neil:** You were not given any commitment then?

**Hon. Miss Stephenson:** Commitment in terms of time? No.

**Mr. Grande:** Obviously, we will have to pursue it at another time.

**Mr. Sweeney:** But surely you appreciate that this is a much wider question about funding between Metro and the area boards?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** I think I can detect, from both sides, that we very much want to get into that at a later point. Would you be prepared to have some backup material at that time?

**Hon. Miss Stephenson:** I'm not sure that I can have backup material because it is a process of discussion, yet to be completed, which I think may be productive. I hope it will be.

**Mr. Grande:** We were talking about these things last year.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** And the year before.

**Mr. Grande:** Well, not quite; the year before, we didn't have the immigration of the Indo-Chinese children. We had a commitment

from you last year that the money would be going to these boards.

We were talking about the Metro level, and as far as I was concerned, you had made a commitment that you were going to make an arrangement with the Metro level for the funds to go directly to the boards and, barring that, you would bypass Metro and do it directly with the boards.

**Hon. Miss Stephenson:** We are pursuing that course.

**Mr. Grande:** Come on.

**Mr. McClellan:** You shouldn't allow this kind of thing to happen.

**Hon. Miss Stephenson:** In addition to the school pupils, of course, there is the continuing education portion which this year, I believe, for the Toronto Board of Education, will involve about 470 full-time equivalent average daily enrolment for adults taking English as a second language. The grant which the Toronto board will receive for that should be approximately \$270,000.

You also raised the matter of the—

**Mr. McClellan:** That was turned over to Metro board for the children who are within the Toronto board.

**Hon. Miss Stephenson:** I can't give you the exact figures for that at the moment. I can't even give you a ball-park figure, because—

**Mr. McClellan:** Can you have that for us tomorrow?

**Hon. Miss Stephenson:** —the amount which is turned over to the Metro board would be related to the programs for all six boards in the Metro area. It is \$7 million for all of the boards. He is asking it specifically for the city of Toronto, and I don't have that figure.

**Mr. McClellan:** Perhaps you could get that for us by tomorrow—

**Mr. Grande:** You realize, of course—as it was stated over there—that York, Scarborough, Etobicoke and all the other boards are in the same boat. But what is the reasoning for boards outside of Metropolitan Toronto, which do not have the Metro level? What is the problem there?

**Hon. Miss Stephenson:** There shouldn't be any problem now, because of the current-funding mechanism which has been established.

**Mr. Grande:** So those boards do have the money. The board in Ottawa, for example, has the money to—

**Hon. Miss Stephenson:** It's on a current-funding basis, based upon those three enrolment assessments.



**Mr. Grande:** So Metro is stalling it here.

**Hon. Miss Stephenson:** I'm not sure that I could say that Metro was stalling it at this point. It seems to take some time to filter through.

**Mr. Grande:** It's stalling it.

**Mr. Bounsall:** Maybe they have a pre-accounting system there, too, that takes eight weeks to complete the processing of a cheque.

**Mr. Grande:** Seventeen months, actually.

**Hon. Miss Stephenson:** Mr. Sweeney raised, as well, a very interesting literacy evaluation project, which I would like to comment on. During the last two years the ministry has been funding the development of a whole range of assessment techniques as an aid to teachers. The curriculum-based assessment techniques of the Ontario assessment instrument pool are a part of this.

One noncurriculum project was the close theory research project. It was an exploratory study to test the feasibility of using the close theory, as propounded by Bormuth of Chicago, to match students with reading materials.

I would repeat that the research is exploratory. The findings are not easily generalized, either as to provincial sample of students or to a sample of textbooks. The research report has not yet been released; it is being edited at the present time. When the final published report has been received, it will be disseminated, and its acceptability to educators, reading experts and publishers will be gauged at that time. I have to tell you that some earlier reports were examined by one or two reading experts who are somewhat critical of the theoretical assumptions taken.

There are a number of different theoretical formulae for assessing difficulty levels of written materials, which depend on such factors as sentence length, word length, percentage of hard words, specific lists, sentence complexity, technical factors such as concept load and format, and a large number of other factors as well. Bormuth has listed over 100 linguistic variables which could be used to predict reading difficulty of particular passages.

There really isn't any consensus as yet on the particular method which is best for this kind of examination, but the research that was done was based on one type of approach—as I said, the close technique—which is a program of deleting every fifth word. You know that.

5:10 p.m.

**Mr. Sweeney:** If it isn't official yet, can the minister explain the remarkable coincidence of including, in the general comments of Circular 14, a quotation on readability that had never been there before?

**Hon. Miss Stephenson:** I think so. Whatever technical resources are supplied to teachers in order to help them to assess the reading ability of individual children, and materials to assess the difficulty levels of written materials, I think they have to be considered as resources for teachers. I think that is the basis for the inclusion of that in the Circular 14.

I don't think there is any way in which we can suggest there is a possibility of replacing the individual nature of the personal contact between the teacher and the student as a method of assessing the student's capability. I believe that the individual teacher, who is in daily contact with that student, is probably the best judge of the learning progress of the individual student.

**Mr. Sweeney:** You are not answering my question.

**Hon. Miss Stephenson:** For that reason, the Circular 14 committee amplified that document in order to ensure that teachers understood that this was to be used as a resource document.

**Mr. Sweeney:** Again, let me repeat, the remarkable coincidence—

**Hon. Miss Stephenson:** I have no idea whether there was a remarkable coincidence or there wasn't a remarkable coincidence.

**Mr. Sweeney:** Surely, the minister also appreciates the fact that even within Circular 14 they talk about the necessity of supplying texts to students—not the option, but the necessity. So it's more than just a teacher's resource; it's a student's resource. We will talk about it.

**Hon. Miss Stephenson:** Circular 14, of course, is designed to encourage the development and the use of appropriate Canadian learning materials to support the curriculum. I have some information about the number of titles in Circular 14, and if you want that sort of information, I would be glad to provide it to you.

There has been an increase from 2,167 in 1978-79 to 2,274 expected for 1980-81.

**Mr. Sweeney:** I don't think I question what was available or how positive it was that this was happening, but the potential for losing that progress if Canadian publishers do not have the materials being requested for purchase. I think the record

will show that was the focus of my concern, not that it wasn't happening.

**Hon. Miss Stephenson:** I can't give you figures for 1979 about the dollars spent on textbooks within the system. In 1978 there was an increase of \$1.5 million expended over 1977, but we won't have the 1979 figures until the end of this school year. They will be finalized at that point.

The publishers, as you know, have been carrying on a publicity campaign and that appears to have been somewhat helpful. We have done a provincial review of Circular 14 and I think the mere carrying out of that review was helpful in awakening boards and their employees to the need to examine carefully their policies related to textbook purchases.

You have to remember that the review we carry out in the ministry doesn't include grade 13 in board expenditures. It doesn't include the book-purchase plan, the learning-materials development project, the French-language program or library books. I would question whether Ontario should be the highest spender per pupil on textbooks, because we really are trying to encourage teachers and boards to use other means and other aids in the educational system.

**Mr. Sweeney:** But not at the expense of, surely.

**Hon. Miss Stephenson:** I'm not sure it will not eventually be at least at a minimal expense of textbooks because textbooks will not be the only resource. In the past, textbooks have been the primary resource but I'm not at all sure, given the increase in technology which is overtaking our system, that textbooks will remain the major resource, but they may. I don't know at this stage.

**Mr. Sweeney:** But surely, Madam Minister, the point was that the present practice of using textbooks in schools, of continuing to use vastly out-of-date textbooks which I pointed out to you—I would be quite happy if it could be demonstrated that it is otherwise than what I understand it is—the present practice of using textbooks but not having enough of them for the students in any one classroom, the present practice of going to a great deal of trouble—and Mr. Bounsall brought this up at the estimates seven or eight months ago, five months, whatever it is—of putting in new programs and listing them there and yet they are not buying them. It's within that framework, not that we are using other things.

**Hon. Miss Stephenson:** I share your concern about that and that was the purpose of the

review to see how vigorously the boards were utilizing Circular 14. We were as astonished as you at the results and the variation between boards.

I don't know the result of the emphasis upon producing that kind of information for boards because the information has been provided to boards and they have had an opportunity to compare their expenditures with provincial averages and with other figures. I am hopeful that those boards which have been less than vigorous in their purchase and use of new books will see the error of their ways as a result of these figures which have been developed.

**Mr. Sweeney:** I gather there is no proposal then, Mr. Chairman, through you to the minister, to opt for any of the "options" that were suggested.

**Hon. Miss Stephenson:** Conditional grants, it is an interesting mechanism. I am not at all sure your former colleagues within any board system would be happy at the suggestion that school boards were not sufficiently adult to make the appropriate decisions regarding the amount they should spend.

**Mr. Sweeney:** I think you recall I said it pained me even to suggest it but maybe, if we can't solve it any other way—

**Hon. Miss Stephenson:** I have to tell you, if conditional grants were reinstated I would think the subsidies which we are currently providing would have to end under the book-purchase plan which is \$2 million a year, under the French-language textbook development plan which is \$2 million a year, and the learning-materials development plan which is about \$700,000 a year. I should hate to see those disappear because they have been of great encouragement to Canadian authors and Canadian publishers in the expansion of Canadian materials within the system.

**Mr. Bounsall:** Why would it have to end?

**Hon. Miss Stephenson:** There is a limitation on the number of dollars available, for goodness sake. Reality has to set in at some point, even for you, Dr. Bounsall.

**Mr. Bounsall:** I'll resist as long as I can.

**Hon. Miss Stephenson:** One of the interesting statistics that has been developed is that the average age of the books being deleted from school libraries is obviously decreasing. Apparently about eight years ago, the average age of the books being deleted was about 15 and a half years. Last year it was about nine and a half years. So we are making some progress. It's not as rapid as you would wish nor as I would wish.



**Mr. Sweeney:** What about deletions from Circular 14, actual delistings from Circular 14?

**Hon. Miss Stephenson:** There were 237 in 1980 but there were 255 new titles.

**Mr. Sweeney:** Is there any enforcement process at all within the ministry?

**Hon. Miss Stephenson:** Strong suggestions.

**Mr. Sweeney:** No enforcements.

**Hon. Miss Stephenson:** You are dealing with duly elected boards—

**Mr. Sweeney:** I know. I keep reminding myself of that.

**Hon. Miss Stephenson:** I think one would more appropriately use the word "compliance." How great is the degree of compliance with the strong suggestions that are made.

**Mr. Sweeney:** How great is it?

5:20 p.m.

**Hon. Miss Stephenson:** I think we will probably know better when we complete the second provincial review.

You also raised some questions about the special education legislation and made the suggestion that it was going to be mandatory. We have, because of the concern expressed by a very large number of teachers and school trustees and education administration officials, attempted not to use the word "mandatory."

Responsibility, I believe, denotes the state of being accountable and it is that for which one is answerable in any activity. It's a duty. I think that responsibility denotes as well the status of a ministry or a board or a cabinet with respect to the legislative body to which it is accountable or answerable.

I think "mandatory" relates to the expression of a positive demand, the giving of a command or an order, and we have felt that it would be more acceptable if we could, through the proposed legislation, ensure that elected representatives at both the provincial and the board level shared in the responsibility or the duty for the provision of educational programs to all peoples within their jurisdiction, and that is the design.

The effect is the same, but please don't use the word "mandatory," I beg you, after a year of listening to—

**Mr. Sweeney:** How would it differ from the present legislation, then?

**Hon. Miss Stephenson:** Oh, it will. There is no "may."

**Mr. Sweeney:** But they could still choose to be irresponsible, I guess that's what I'm saying.

**Hon. Miss Stephenson:** No, they cannot.

**Mr. Sweeney:** If you say they are only "responsible for" and there is nothing mandatory, I'm getting lost in the semantics here some place.

**Hon. Miss Stephenson:** Can I simply ask you not to use the word "mandatory" in discussion of the legislation. There is no discretion on the part of the boards in terms of their responsibility to the children under their jurisdiction. There is no discretion. The present act says "may" and the proposed legislation does not use that word.

**Mr. McClellan:** Can I ask a question? How much money is in the budget this year for the implementation?

**Hon. Miss Stephenson:** It's an additional amount of money which will be announced at the time that the program is introduced.

**Mr. McClellan:** Is it still \$8 million?

**Hon. Miss Stephenson:** I will answer that question on the day the legislation is introduced.

**Mr. McClellan:** Is it still going to be implemented in 1985?

**Hon. Miss Stephenson:** No, the implementation begins this year.

**Mr. McClellan:** Fully effective in 1985?

**Hon. Miss Stephenson:** You will see the legislation, I hope, next week, and I shall be pleased to answer those questions at that time.

**Mr. McClellan:** Does it still read, "by September 1, 1985 in the language of instruction of the pupil, provide special-education programs," et cetera?

**Hon. Miss Stephenson:** That sounds very much like the legislation. Where did you get the copy?

**Mr. McClellan:** I have a copy here of your submission to the executive committee.

**Hon. Miss Stephenson:** I beg your pardon?

**Mr. McClellan:** I have a copy here of your submission to the executive committee. We can talk about it when you get to the appropriate—

**Hon. Miss Stephenson:** What executive committee?

**Mr. McClellan:** I assume the executive committee of the province of Ontario.

**Mr. Chairman:** We can deal with that under the appropriate vote.

**Hon. Miss Stephenson:** I'm just wondering, because yesterday Dr. Bounsall was complaining that he didn't wear the right coloured suit and no brown paper envelope had been delivered to his office.



**Mr. Bounsall:** His office is right next to mine.

**Hon. Miss Stephenson:** Why don't you share it with your critic, for goodness sake?

**Mr. Bounsall:** His office is right next to mine. There has obviously been an error in the delivery. My office is the interior interior one.

**Mr. Chairman:** What a difference a day makes.

**Mr. Bounsall:** I feel much better about things now.

**Hon. Miss Stephenson:** I think that the Liberal critic will be at least relatively pleased with our concern about the gifted children in that legislation.

**Mr. Sweeney:** I am pleased to hear that.

**Hon. Miss Stephenson:** There was an item related to French-language services which I think was fairly clearly outlined in my presentation to the Legislature.

I think there were other aspects which you were mentioning which I will address when I come to Mr. Bounsall's statement, but there was an interesting question which you raised related to the merger legislation, the Bill 19 hearings and what our intentions were. I thought that perhaps you should hear the latest legal opinion.

**Mr. Sweeney:** Excuse me, before you skip so quickly over the—

**Hon. Miss Stephenson:** I am not skipping over it, I'll be back to it.

**Mr. Sweeney:** You will appreciate that the main thrust of my argument was the sequential or the additive effect of a number of these situations taking place in the province at this important point in time. That was really the thrust of my argument, and whether or not that would not prompt your ministry to move more expeditiously.

I didn't go into any great detail on any of them; I was looking at the cumulative effect in the province at this time. I believe I referred to the effect outside of Ontario and would that in any way encourage this particular ministry—minister as well—to deal with those situations more expeditiously than what seemed to be the process ongoing at the moment.

**Hon. Miss Stephenson:** May I suggest to you that you read my presentation to the House during the throne speech debate related specifically to the October 4 statement regarding the provision of French-language education, because within that presentation I noted the response by the boards in all

areas with mixed schools related to the policy statement.

There is a significant movement which has taken place and which is ongoing as a result of the efforts of the directors of education and the regional offices. I am very encouraged by it because the movement is rapidly evolutionary without major disruption in almost all instances.

**Mr. Sweeney:** Madam Minister, I understand that. Mr. Chairman, I am sorry, but the key point is whether there is going to be any kind of movement at this particular point in time because of other events. That is as plain as I can put it.

**Hon. Miss Stephenson:** We have been working very diligently to try to resolve the areas of difficulty which have arisen. I have to tell you that there has been almost continuous contact, if you're talking about Penetang and I think you are—

**Mr. Sweeney:** That's one.

**Hon. Miss Stephenson:** —and Dr. Bounsall suggested that one as well. There has been almost continuous consultation between representatives of the ministry and the board involved and the French-language advisory committee.

I have met with them on several occasions and I have met with them always with both representatives of the board and the French-language advisory committee. I have not met separately with them, but I have had conversations on at least two occasions with members of the French-language community in Penetanguishene as well, but the meetings that we have had have always had the participation of the French-language advisory committee.

I am aware there have been a great many tripartite discussions between our ministry staff people and those involved in the Penetang situation. I am relatively optimistic at the moment that we are on the road to solving that problem appropriately and I will let you know more later.

**Mr. Sweeney:** Prior to an important date in May?

**Hon. Miss Stephenson:** I would be hopeful.

**Mr. Sweeney:** Okay. The concern has been expressed and I leave it there. You were going to speak to the merger?

**Hon. Miss Stephenson:** I think Dr. Fisher was going to, if he may, Mr. Chairman.

**Dr. Fisher:** Mr. Chairman, members of the committee will recall that during the 47 committee meetings held to look at Bill 19,

during the 109.75 hours of debate and during the 498 half days of members' time, throughout the 76 briefs that were presented and the 71 oral presentations the minister did present to the members of the committee a statement regarding the merger aspects that were going forward in terms of running both organizations that were taking place during all of that thing last year.

5:30 p.m.

At this time the facts are that the bill, of course, was not recommended to the Legislature for passage. I will not comment on whether it will be reintroduced or not. The minister will wish to make a comment perhaps in that regard. However, I would point out, Mr. Chairman, that since the bill was introduced originally, the ministries have made and taken certain steps towards amalgamation and have undergone some re-organizational changes. We will be pleased to distribute the latest version in the organization chart to the members of the committee.

There is one minister and, at the present time, one deputy minister, and we are responsible for both ministries. The staff have been moved together. The members will wish to know that the accounts of the two ministries are being kept separate and the estimates are, of course, separate for presentation during these estimates debates.

The members may be interested in some of the legal aspects of how valid these actions have been. If not, we will stop. Logistically, they are most complex and somewhat interesting, but it may be that the members would like to spend their time on other issues. However, I am prepared to enunciate those if you wish.

**Mr. Bounsall:** As long as the letterhead paper is separate, that's all we are concerned about.

**Mr. Sweeney:** Mr. Chairman, the thrust of my question was to discover whether there had been more internal integration than we were advised of prior to the decision of the committee not to send the bill forward. Has there been an expansion or a growth?

**Dr. Fisher:** In fact it has perhaps gone back the other way. We have made a few changes relative to the community colleges, and the relationship between the colleges and the section dealing with programs that were formerly seconded into the senior and continuing education branch. For logistical purposes we have changed that back to the

college affairs division. But that is the only thing I can think of.

**Mr. Sweeney:** Can the minister respond to the question, which obviously the deputy cannot answer, which is, what are the intentions with respect to legislation?

**Hon. Miss Stephenson:** None.

**Mr. Sweeney:** By the way we did not challenge the legality of it. That was done last year.

**Hon. Miss Stephenson:** Yes. And the opinion which was presented was fairly clear.

**Mr. Bounsall** has raised one question regarding the CODE response which I think I answered yesterday, as a matter of fact. The issue of Penetanguishene I have just explained as clearly as I can at this point. But I would like to reassure you that a great deal of effort has been expended within the past five months particularly in attempting to resolve the problem.

On the school-closings procedure: You are aware that a letter was sent out to boards with the strong suggestions from the ministry about the procedure which should be followed. The purpose of that letter was to elicit from boards additional items which they felt would be appropriate for inclusion within a statement of policy, which the boards would follow, and criteria which would be developed by the ministry. That material is now being collated.

It is my expectation that, in the fairly near future, there will be documentation which will be presented to the boards, which will provide for them the kind of direction which would appear to be most appropriate in examination of all issues related to the declaration of schools as redundant.

We are looking at a number of other items as well. For example, alternative uses of buildings; or if a board decides that mothballing is the only answer, what needs to be done there and the implications of ministry financial policy related to this activity as well.

But we looked very carefully at all of the items which were suggested as important during the discussion of this matter, both within the Bill 19 hearings and also within the debate on the estimates last fall. We have looked with sympathy at a number of those that were suggested.

**Mr. Bounsall:** Just one question: Is there a heavy responsibility being asked of the boards not to proceed with any school closings until the policies are clear?



**Hon. Miss Stephenson:** I think that would be a very difficult direction to provide at this point. However, it is obvious that almost all boards have become much more aware of the kinds of procedures necessary as a result of this exercise, and are also aware of the fact that there is a good deal of activity going on within the ministry which will have strong implications and directions for them within the very near future.

**Mr. Bounsall:** Is it very near?

**Hon. Miss Stephenson:** It is very close to being finalized.

**Mr. Bounsall:** Will that procedure be retroactive? Or will it be for any decisions that come? Even three or four months' retroactivity would help some of the situations with regard to small-schools closing in Ontario.

**Hon. Miss Stephenson:** I do not know that we can suggest that anything will be retroactive, but I will explore that.

As a result of our examination of this problem, there is also within our response to the CODE document a section dealing with some suggestions I think you will be interested in.

The problem of bias in text is one which I understand and am very sympathetic to, particularly because of the activity that has been going on within the ministry for the last several years in an attempt to remove that kind of colour from any materials which were developed as resource documents for the school system. I do share your concern.

For example, the age of the books now being removed from schools is about nine years. This probably means that there are still some books within the school systems with less than totally supportable colouration. However, that matter is one which I think has been fairly clearly delineated as a matter of concern by the ministry before boards. One is still hopeful that boards are fairly sensitive to this issue as well.

**Mr. McClellan:** What if they are not?

**Hon. Miss Stephenson:** They are duly elected people, I have to keep reminding you. We can certainly provide them with strong suggestions and directions but they do have a local responsibility.

**Mr. McClellan:** Why don't you take some leadership without, if you will, intruding on their autonomy? Surely you can make public comments, as the Minister of Education, with respect to textbooks which in your view are unacceptable, biased, coloured—as you say—

that use sex stereotyping, and give some real leadership to the boards.

**Hon. Miss Stephenson:** Those comments are made with some frequency, not just by the minister but by the staff of the ministry as well, in all of their discussions—

**Mr. McClellan:** In your public speeches I think it would be a useful thing for you, as minister, to say clearly and unequivocally to a board that is using a text which is particularly undesirable, that in your view it is a disservice to the students of the community. Let the public know that in the view of the government of Ontario and the Minister of Education, this board is not living up to what you feel should be the acceptable standards of Ontario in 1980.

**Hon. Miss Stephenson:** I think I can make that statement generally, but to specify—

**Mr. McClellan:** But you don't.

**Hon. Miss Stephenson:** Oh, yes, I have.

**Mr. McClellan:** I haven't heard you say that.

**Hon. Miss Stephenson:** Well, Minister of Education speeches are not very widely reported, as you very well know.

**Mr. McClellan:** You send them all over to us, believe it or not.

**Hon. Miss Stephenson:** Oh, no. Not all of them, not by a long shot.

**Mr. McClellan:** We read the ones you send over. You may be surprised to hear that, but we do read them.

**Hon. Miss Stephenson:** I am astonished to hear that, as a matter of fact.

**Mr. McClellan:** It is one of the onerous duties that falls on us. Not always onerous, I didn't mean to be sarcastic.

I think you have a responsibility in this most sensitive area to take a clear and unequivocal leadership in this. I am simply encouraging you to assume that role.

5:40 p.m.

**Hon. Miss Stephenson:** In fact there has been a great deal of leadership provided because if in an area there is a wide use of books which are inappropriate, which do in fact demonstrate a specific bias, it has been said very clearly that these should not be used.

**Mr. McClellan:** Give us an instance.

**Hon. Miss Stephenson:** I'm trying to think. Sex stereotyping was the last one that I talked about as a matter of fact, which was not very long ago.

**Mr. McClellan:** Perhaps you would send us a copy of the remarks.



**Hon. Miss Stephenson:** I think probably because there weren't any notes.

**Mr. McClellan:** No, now. Subsequent to today's session. I'm quite serious.

**Hon. Miss Stephenson:** Okay, but all I am saying to you is that I am not at all sure—I know there weren't any notes for those remarks, as a matter of fact, so I don't have anything to send to you.

**Mr. Bounsall:** Could I make a suggestion here? It's all right for the general public to be aware of the school board's deficiency in having in their schools the textbooks they should have, but how do they find out? I have no idea, for example, how successful the Windsor board of education is in this, or whether it is, or any other board. Couldn't you make a statement—rather dull reading—for the province of Ontario, "We in the ministry consider these following textbooks to be biased"?

**Hon. Miss Stephenson:** That is done on the basis of deletions which should be made from Circular 14, for example. Upon examination of appropriate books for inclusion in Circular 14, that is a major consideration.

**Mr. Bounsall:** But as a parent how do I easily find out the list of books that have been in use where the opinion is that now they shouldn't be?

**Hon. Miss Stephenson:** The board has that list and all you do is ask your board.

**Mr. McClellan:** But do you have a list of books that are being used by the boards—

**Hon. Miss Stephenson:** I don't know that they are being used by boards at this point, but there is a list of books which are considered to be inappropriate for use and that list is sent to all the school boards for deletion.

**Mr. McClellan:** Right, but you don't know whether any particular board is actually following—

**Hon. Miss Stephenson:** Not unless one hears a complaint about it or someone raises the point that a book is in use. For example, a teacher may raise the point that a book which he or she considers inappropriate is being still being used.

**Mr. Bounsall:** I'm just concerned that somehow it should be brought to the attention of the parents in some easy way so they can see a list at the appropriate grade level and can look at it and say, "Yes, my daughter or son is still using that book in their classroom." Then they can start asking the questions.

The materials which the children should not be exposed to are not easily to hand. If

they don't know that and cannot get that list easily, how they can talk to the teachers? How can they talk to the boards, how can they get rid of the majority of the board members who will not make the replacement, unless they know?

How do we get that out? We can talk to teachers and boards. We could have a list of deletions; we could have a list which doesn't include the books deleted but how does a parent find out easily?

**Hon. Miss Stephenson:** Through the school board meetings for one thing, because they are public meetings and the boards must approve the books which they are going to be using.

**Mr. Bounsall:** That is very difficult.

**Mr. Chairman:** I understand the member's enthusiasm for discussion of the estimates but I think we are getting into a debate here again and perhaps we can move along.

**Hon. Miss Stephenson:** The next item which Dr. Bounsall raised related to independent schools. For many years it has been the policy of the government of Ontario that money which is collected through tax purposes for the support of education should be directed to the public school system which includes, of course, the separate schools, elementary nine and 10.

It would appear that the policy is one which is reasonable, particularly in a time of constraint. One would be concerned that the diversion of funds from the public system to other school systems would dilute the effectiveness of the public system and, therefore, although this has been examined on a very frequent basis—it has certainly been examined since I have been minister, which is not all that long—it has been decided that it is not appropriate at this time to continue the present policy.

I am aware of your support for the voucher system and at some point you may wish to engage Dr. Fisher in conversation because he had an interesting experience not very long ago at a conference which was all about school funding. I think he was relatively reassured that the mechanism we are using is one which is really pretty good. But he did hear of some specific personal experience with the voucher system as well.

**Mr. Sweeney:** Pretty good for whom? Pretty good for the independent schools.

**Hon. Miss Stephenson:** No, good in terms of the support of an educational system.

I think I have dealt with special ed.

Your concern about technical training is one which I share and as I am sure you are aware the linkage program is specifically de-

signed to attempt to resolve some of the interface problems between secondary education in that area and the apprenticeship programs which produce the certification as a journeyman.

The eight areas which have been addressed this year have certainly been enthusiastically taken up by high school students within the province. We are in the process of attempting to expand that group of technical education areas which will be involved in the linkage program for the 1980-81 school year.

There is a concern that has been expressed about the fact that the secondary school teachers have not been involved in the development of the examination mechanism which ensures that there is a link between the technical-education program in the school and the apprenticeship program. But that was mandatory—if I may use that word—because of the fact that the apprenticeship requirements are such within the province that the advisory committees and the members of the trade themselves have always been responsible for setting whatever examination is necessary in the process of moving to the journeyman status.

There is discussion at the present time about ways to ensure that there is greater participation by the secondary teachers involved in the setting of whatever examination is necessary, but that is an area about which I'm sure the secondary school education review project is going to have a great deal to say. It is certainly one of the areas which is of major concern to the ministry and also, I'm sure, to the people, particularly the young people of Ontario.

**Mr. Bounsall:** We just need to be very quickly in a position where teachers in the good technical schools can say, "If you take this series of courses here that will result in this much credit towards your apprentice program." They will get there quickly.

**Hon. Miss Stephenson:** That's an additional kind of linkage which we will be able to develop because there have been some problems in attempting to facilitate the smooth flow from the secondary program into apprenticeship training and there are still some barriers there which we have to remove. There isn't any doubt about that.

That's one of the things that the manpower commissioner has been working on quite diligently in the last year and we have had a great many discussions with him about it. He has been discussing it with employers and trade unions to try to help us to find a facilitating mechanism.

**Mr. Sweeney:** To what degree, Madam Minister, will the linkage program permit secondary schools students to spend more time outside of the school itself?

**Hon. Miss Stephenson:** The development of co-operative educational programs is another area in which I have some special interest because I believe it is probably the most appropriate route towards developing the kinds of linkages which are necessary and developing a focus of interest as well for young people who may be less than totally committed to one direction.

We have had a number of discussions with those who are involved in co-operative education both at the secondary school level—there are quite a number—and at the community college level. There are some similarities there which we believe provide common ground for further discussion and exploration of ways in which we can tie the programs together.

**Mr. Sweeney:** The problem surely is that—for example, at the two technical schools in Toronto that were referred to earlier, in grades 11 and 12 where students are beginning to specialize, they are spending one week outside the schools. That's ridiculous.

5:50 p.m.

**Hon. Miss Stephenson:** Yes, that is insufficient. I believe that is because there has been less than enthusiastic commitment to the concept of co-operative educational programs, which I believe would be an expanded characteristic for this kind of educational program. That's something that we are attempting to foster and facilitate. That's Bounsall's line.

**Mr. Sweeney:** I can see the chairman is going to cut me off if I don't stop.

**Mr. McClellan:** Ted asked me to give his apologies. He had something he had to do. He asked that you continue.

**Hon. Miss Stephenson:** His last question was about Bill 100. I should report to this committee that I had a telephone call earlier this afternoon from the chairman of the external review committee—the deputy doesn't even know about it—regarding the report which that committee will be making.

The chairman informed me that the final presentations to the committee were later than they had anticipated they would be, because certain groups were unable to meet them as early as they wanted to do. I gather their latest public hearing was either April 8 or April 10.

They are suggesting, therefore, that their final report will be available not on May 1,



but somewhere between May 20 and the end of May. That report will be presented to me, and once we have had a chance to look at it we will make a determination about its dissemination.

The concern which has been expressed in a number of areas—

**Mr. Sweeney:** Do I gather that once the report is available to you it is going to be made public, and then there will be an opportunity to react?

**Hon. Miss Stephenson:** No. I didn't say that.

**Mr. Sweeney:** You said "dissemination." What does that mean?

**Hon. Miss Stephenson:** I said, "A determination regarding the dissemination of the report will be made." All right?

**Mr. Sweeney:** I'm not allowed to debate you.

**Mr. Chairman:** Not now.

**Hon. Miss Stephenson:** The Sudbury situation is a matter of very real concern, particularly as it affects the educational program of the students which Dr. Bounsall suggested I said, "legislation would include."

What I suggested was that any solution that was found for this dispute in Sudbury would have to include the provision of educational programs, in order to ensure that the quality of the education which the children of Sudbury should be enjoying would not be minimized in any way; that there were a number of mechanisms which could be explored and that all of those should be explored in order to make sure that those kids, particularly those in grades 12 and 13, will have the opportunity to achieve the full educational program to which they are entitled. But I did not suggest that it would be through the means of legislation.

**Mr. Sweeney:** We will ask that question again next Monday.

**Hon. Miss Stephenson:** I think I have responded to almost all of the points raised by the two critics at this point, Mr. Chairman.

On vote 3101, ministry administration program; item 1, main office:

**Mr. McCaffrey:** Will we be finished in a few minutes?

**Mr. Chairman:** In six minutes.

**Mr. McCaffrey:** I had a number of things, and one of my points is slightly—but only slightly—with tongue in cheek.

Last week the minister made a statement in the Legislature. I didn't hear it all—people are always chatting during statements—and I

actually took it home. I rarely read these statements, but on the weekend—I must have been in a bad mood—I did read this one. It's about the in-depth, one-year study of secondary school education.

I won't read out even a paragraph or two of it, but it is so bloody difficult to understand. We have four different committees meeting at different times—

**Hon. Miss Stephenson:** I will draw you a chart.

**Mr. McCaffrey:** It actually does require that. I know some of the people on this committee; they are good people, and I am confident they understand just what it is they are doing and the order in which they are doing it. But I must say—and this is where the tongue in cheek part comes into it—I'm really curious as to the format.

Where in hell did you get this idea of four different committees reporting? And symposiums and interfacing and dialoguing. Where did you come up with this?

**Hon. Miss Stephenson:** The purpose was to ensure a very broad degree of participation in the examination of secondary school education.

There were a couple of routes we could have taken. We could have established a royal commission, for example. But once a royal commission is established, one has no real control over the length of time which will be required by the commission in the discharge of the terms of reference which are developed for the commission.

We decided, therefore, in order to ensure a very broad participation, that a steering committee would be appointed which would have the initial responsibility of making an assessment of the current state of secondary education in the province.

**Mr. McCaffrey:** The assessment committee?

**Hon. Miss Stephenson:** No. The steering committee has that responsibility in the beginning. It also has overall responsibility to ensure the smooth functioning of the entire process through the total year.

The assessment of the current state of education is to be passed to the evaluation committee, which will look at that. It will be responsible as well for participation in a conference on secondary education, which will involve a number of experts from various areas. From their evaluation of the assessment material and the material presented at that conference they will develop a report on the current state and the needs, as they see them, of secondary education, which they will present to the steering com-

mittee. But a reaction committee is also to look at that.

The reaction committee is made up entirely of parents or people unassociated directly with the educational system in terms of participation as school trustees, teachers or education officials. They will be people who are outside the system but who have strong opinions, or any opinion at all, about what secondary school education should be in the province. They will be looking at that evaluation report and providing their input into the process.

When that is put together it goes to the design committee, which is a group of expert educators who are used to and understand the process of implementation of modifications of policies or programs within the system.

**Mr. McCaffrey:** You did this whole thing with a straight face. I'm amazed.

**Hon. Miss Stephenson:** Yes. I did it with a straight face because it is an interesting procedure, a unique—

**Mr. McCaffrey:** Did you read about this somewhere?

**Hon. Miss Stephenson:** No.

**Mr. McCaffrey:** Did you just think this up?

**Hon. Miss Stephenson:** We did it ourselves.

**Mr. McCaffrey:** Really? That scares me. That really scares me. I'm a big fan of yours, but any project that involves the work of four committees which will operate in a consecutive progression towards the development of an overall plan scares me.

**Hon. Miss Stephenson:** I suppose it might.

**Mr. McCaffrey:** Do you feel good about it?

**Hon. Miss Stephenson:** I feel optimistic that we will have the kind of broad participation in the examination of what the school system is at the secondary level, and what it should be in a way which is relevant to today's society. But not just today's society; I think we really have to look at what it is we are developing or modifying for—

**Mr. McCaffrey:** The topic of it is important; it's the format that is really puzzling to me.

I started out by saying this was slightly tongue in cheek, but I am basically a believer and I hope I am a reasonable product of this Ontario public system. But I tend to think that anything that difficult to grasp, and I don't like those kinds of things to begin with—how can you explain it to reasonable taxpayers out there?

I represent a constituency much like the minister's, with one of the highest IQ averages in the Ontario, and I know that 90 per

cent of my good taxpayers would not believe this. They would not understand it and would wonder, too.

**Hon. Miss Stephenson:** I'm sorry, but I haven't had any problem with my constituency.

**Mr. Sweeney:** Have you ever explained that to any of your constituents?

**Hon. Miss Stephenson:** Yes.

**Mr. McCaffrey:** I'm amazed. You handled that without looking at a note and you understand it all. I just think it's kind of scary. There is nothing wrong with simple, clean, up-front stuff, but these people—Do you feel comfortable that they know, how they are meeting and so on, and then handing over the final study—

6 p.m.

**Hon. Miss Stephenson:** I can certainly tell you that the steering committee knows exactly what it is doing.

**Mr. McCaffrey:** That was my last point.

**Hon. Miss Stephenson:** They will be responsible for much of the direction of the other committees as well; particularly the overall director, who is Duncan Green. I can assure you that he knows precisely what he is doing.

**Mr. McCaffrey:** Yes. He has to be a terrific guy to run that thing.

As I mentioned, that was with tongue in cheek, but it did really concern me.

**Hon. Miss Stephenson:** As long as you didn't have your tongue in both cheeks, it's fine.

**Mr. McCaffrey:** I found that difficult to understand, and I know that I would still have difficulty explaining that outside.

**Mr. Sweeney:** Mr. Chairman, it is reassuring to someone from an opposition bench that there is someone in the government caucus who asks those kinds of questions.

**Hon. Miss Stephenson:** We ask them all the time.

**Mr. Chairman:** Former committee chairmen are very neutral in how they perceive things.

**Hon. Miss Stephenson:** You should hear him in caucus.

**Mr. Chairman:** Mr. McCaffrey, do I assume that you would like to be on the list tomorrow when we reconvene at two o'clock?

**Mr. McCaffrey:** Yes. Terrific.

**Mr. Sweeney:** We will send you a brown envelope.

The committee adjourned at 6:02 p.m.



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No. S-7

# Legislature of Ontario Debates

## Official Report (Hansard)

**Standing Committee on Social Development**  
Estimates, Ministry of Education



**Fourth Session, 31st Parliament**  
Wednesday, April 23, 1980

Speaker: Honourable John E. Stokes  
Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

WEDNESDAY, APRIL 23, 1980

The committee met at 2:14 p.m. in committee room No. 1.

### ESTIMATES, MINISTRY OF EDUCATION (continued)

**Mr. Chairman:** I call the committee to order. The Minister of Education.

On vote 3101, ministry administration program; item 1, main office:

**Hon. Miss Stephenson:** Mr. Chairman, as some members of the committee may know, there was a statement made today by Mr. Hillyer, chairman of the Ontario School Trustees Council.

The gist of the statement was that the increase in grants to school boards for 1980 is \$135 million, an increase of 6.6 per cent. That is incorrect. As I stated in my release to the chairmen of school boards on February 29, 1980: "The general legislative grants for 1980 will be \$2,189 million; an increase of \$135 million or 6.6 per cent over the previous year. In addition, that \$2,189 million will be increased by a further \$35 million to facilitate the introduction of the new assessment equalization factors."

This increase of \$170 million represents an increase of approximately 8.5 per cent, not 6.6 per cent as stated by Mr. Hillyer.

The increase of 8.5 per cent in provincial grants to school boards is comparable to the increase in school board expenditure for 1980 and maintains the provincial share of the cost of education at approximately 52 per cent—the same level that was provided in 1979. This does not result in a greater burden being placed on the property tax as stated by Mr. Hillyer. We must acknowledge, however, that if school board expenditure increases 8.5 per cent and provincial grants increase 8.5 per cent, the amount raised through local property taxation must obviously increase as well. Local property taxation, however, will increase on average less than the 8.5 per cent as a result of the increase in the number of properties available for taxation.

Mr. Hillyer's call to "at least keep up with inflation in 1980" has been met. As a result

of fewer students in the school system in 1980, the 8.5 per cent increase in provincial grants provides an increase of approximately 10.5 per cent on a per-pupil basis.

I would add that if we examine the period from 1970 to 1980, school board expenditure, provincial grants and local taxation all increased at a comparable rate—roughly at 160 per cent. Because of the growth of the property tax base during that same period—that is, the increase in the number of properties available for taxation—the financial burden on the local property taxpayer has been increased by less than half of the 160 per cent referred to above. The average mill rate has increased by approximately 77 per cent from 1970 to 1980, significantly less than the rate of inflation.

The council's implication that the increase in property taxes is placing many taxpayers in jeopardy of losing their homes in 1980 is simply not true. Local tax rates rose on average by only 6.4 per cent in 1979, well below the rate of inflation and the increase in average household income. It is estimated that the local mill rates in 1980 will increase at even less than the modest rate in 1979.

**Mr. Sweeney:** To clarify one figure, the minister said something about 10.5 per cent per pupil. How do you arrive at that?

**Hon. Miss Stephenson:** The 8.5 per cent translates into approximately a 10.5 per cent increase on a per-pupil basis in terms of the GLG.

**Mr. Sweeney:** You are taking into consideration the fact that there will be fewer pupils. Is that how you arrive at that?

**Hon. Miss Stephenson:** Yes, that's what I said.

**Mr. Sweeney:** I wasn't sure how you got from 8.5 per cent to 10.5 per cent.

**Hon. Miss Stephenson:** Do you want a copy of the statement?

**Mr. Sweeney:** No.

**Mr. O'Neil:** I would like a copy if the clerk could arrange that.

**Mr. Chairman:** We will arrange to have that done. Perhaps all members of the committee would like a copy of that statement.

I should indicate to those in the room that if you feel a desire for a caffeine shot, you will find it over there on the table.

Hon. Miss Stephenson: Did you do that?

Mr. Chairman: I was partly responsible. However, I would recommend the apple juice and the lemon for your health's sake.

Mr. McCaffrey: Unfortunately I don't have a copy of the minister's opening statement with me, but I want to mention the welcome announcement about the policy vis-à-vis school closures. I will elaborate a thought or two. Many of my thoughts run nearly parallel to those articulated yesterday by Dr. Bounsall.

A question of clarification first: I recall it was December 3, 1979, when the memorandum went out advising school boards and directors of education of a change of attitude. I don't want to be unfair.

Hon. Miss Stephenson: A suggested routine of procedures.

Mr. McCaffrey: Ted Bounsall may have asked this question yesterday but, just for clarification, what kind of response has been received to date? While I'm embarrassed I don't have your statement with me—here it is—there is an implication that the tentative criteria are in the process of being firmed up.

Hon. Miss Stephenson: Finalized.

Mr. McCaffrey: I'm reading from the bottom paragraph on page five:

"Tentative criteria were proposed in the memorandum"—that's the December 3 memorandum—"and we are now in the process of finalizing these following dialogue with local directors organized by the regional offices. These criteria will definitely require that school boards take into consideration not only the effect on the children but the social impact on the community of a potential closure. They will ensure that every possibility of continued use in the way of benefit to the community"—that is very general and, I think, important—"is explored before a final decision is taken."

2:20 p.m.

The general nature of that last sentence—and I think it important it be general—makes me think it is all the more important that the criteria be well articulated and well understood.

Returning to my original question, what kind of response has there been and what is happening with regard to the guidelines and criteria?

Hon. Miss Stephenson: The response has been pretty good. We have heard from al-

most all the boards, particularly from those which felt the routines or procedures they had developed were sufficient. We have also heard from some boards that had suggestions about ways in which this could be carried out or improved or about what other criteria should be examined. That was the reason for the issuing of that first memorandum regarding the policy for school closures or declarations of school redundancy.

At the present time that information is being put together. The task force or committee that has been involved in this has been developing more specific and defined criteria for examination and approval. That will go out as a numbered memorandum directed to school boards.

Mr. McCaffrey: For clarification, is this committee or task force with—

Hon. Miss Stephenson: This is within the ministry.

Mr. McCaffrey: If I were to pick up the phone next week wishing to speak to the person within the ministry who knows most about this, who would I ask for?

Hon. Miss Stephenson: Dick Lawton.

Mr. McCaffrey: Could I say two related things? As the minister knows, I represent a constituency where this is of some concern. That by itself would make it important enough for me to want to be here.

If I recall the minister's opening statement to the committee last year, she referred to something in the order of 400 community schools in the province that likely will soon be faced with closure.

Hon. Miss Stephenson: No, on the basis of demographic projections it seems to me that within the next five years there were 430 elementary schools and 50 or 60 secondary schools which looked potentially as though they were not going to be needed in terms of student population.

Mr. McCaffrey: We are talking about a significant number given the demographic projections. In a rapidly changing world, I suspect those demographic projections are about as accurate a tool as people in the government have these days. That is one of the few things all of us know with some degree of certainty is going to happen.

Hon. Miss Stephenson: Give or take—

Mr. McCaffrey: Give or take a massive change in immigration. These things can happen. But it is a pretty damn reasonable bet that the demographic numbers you are using are going to be close. If you were to extrapolate beyond five years to take in a 10 to 15-year projection there is no question

in my mind that if we chart it the curve is going to grow at an exponential rate.

I mention that to get two things—

**Hon. Miss Stephenson:** I am not sure what you mean. After the five years—

**Mr. McCaffrey:** We are just at the leading edge of measuring the effects of the changes in population on neighbourhood schools.

**Hon. Miss Stephenson:** We are fairly close to the bottoming-out level of the elementary system at this point—

**Mr. McCaffrey:** Yes, I guess within five years we would be for some.

**Hon. Miss Stephenson:**—and for secondary schools within five years. It is then projected there will be a slight increase or stasis—one or the other—and the difference is not very great.

**Mr. McCaffrey:** Okay, that is a good point. I see that. What I really want to do is get on the record that this is far from being just a parochial concern of mine.

**Hon. Miss Stephenson:** Oh, no. It is a province-wide concern.

**Mr. McCaffrey:** Very much so. Related to that, and getting back to the sense that you used: "They will ensure"—this being the new criteria—"that every possibility of continued use in the way of benefit to the community," suggests to me that any kind of imagination, if we can see alternative uses here to go well beyond the mandate of your specific ministry, which is charged with it now. It doesn't take a great deal of imagination to see that this is something that can have a profound impact on how we utilize these public facilities which are at the geographic centre of neighbourhoods—and which in many cases are paid for by the public—in order to match the changing age makeup in those neighbourhoods.

The minister and I have talked about this, about visiting dental health clinics and alternative uses for senior citizens in terms of medical assistance for those who need it. Also, I think there is a screaming need for recreational facilities in these neighbourhoods, given a commitment of this and other governments to fitness and preventive health care; a need for a place for people to go to play cards, volleyball and so on, to open these community centres up.

I have always thought that it does something potentially very important for people in a neighbourhood whose school's enrolment is in the dicey area of 90 to 110, and there is pressure from the school board to close it, for the financial reasons we can all understand. If they can see that there is

another use for at least a goodly portion of that centre, it would continue to exist, and I think the closure of school use during the day then takes secondary importance as far as the dollars and cents are concerned. Then, ultimately, a parent is going to be able to make the best decision.

Some parents may be content, even enthusiastic, to have their children enrolled in a neighbourhood school where the population might only be 80 or 90. So be it. That is a decision that surely they are best equipped to make. But that depends on other agencies of government having found alternative uses so that the building at least still has a lifespan.

**Hon. Miss Stephenson:** Other agencies of a number of governments; not necessarily provincial governments, but municipal governments or municipal agencies or societies, et cetera.

**Mr. McCaffrey:** Yes, I agree. I think this situation is province-wide; most jurisdictions in North America are faced with it. I don't know offhand whether it is so, but there may be some jurisdictions in the US that have been faced with it earlier and have done something that may be worth having a look at. I don't know.

**Hon. Miss Stephenson:** That certainly has been included in our examination of the criteria which should be utilized in the examination.

**Mr. McCaffrey:** I am excited about the potential for use of these buildings. While I might fall just a little short of Dr. Bounsall's recommendation about putting a moratorium on any further school closings until all of the evidence is in and the criteria finalized, I must tell you I am tantalizingly close to that. I think that might be something that deserves serious thought.

I am not trying to create problems, God knows, for us or for those local school boards who have gone through this difficult decision-making process.

**Hon. Miss Stephenson:** Some of them have done it without any difficulty at all, because they have utilized the community input effectively. They have made some very interesting suggestions and are in the process of attempting to ensure that alternative uses of the property or the building will be made in the best way possible for the community. They are not all having difficulty doing it.

**Mr. McCaffrey:** I understand that. What is your initial reaction to the proposed moratorium?



**Hon. Miss Stephenson:** It would be very difficult for the minister, who does not own the schools, to tell all the school boards in Ontario that there would be a moratorium on any school closure, when for the last 50 years school boards have been closing schools, transferring property and utilizing other property where they needed that property and facilities to accommodate children.

2:30 p.m.

What we are attempting to do is to ensure that there is a really meaningful public input in the decision-making process regarding the possibility of closing a school. We want the public to have an opportunity to use its imagination, in a general kind of sense, to propose alternative uses; to make contact with other groups within a community who might have some useful and feasible suggestions; to talk to the municipality.

One of the things that happens frequently is that there is precious little communication between the school board and the locally-elected municipal people in the whole area of either planning or closing of schools.

**Mr. McCaffrey:** I agree.

**Hon. Miss Stephenson:** This is something else which I think we have to encourage.

**Mr. McCaffrey:** I think that is a key point, and one of the important things about your memorandum of December 3. I don't want to sound hackneyed about this, but I think you have just taken a good leadership role in this and if that means leadership between a whole host of levels of government, as you said earlier, all the better.

I think, however, if we don't look hard at this moratorium suggestion we could find ourselves in a position where a number of schools might close within the next 12 months. Six or 12 months after that, you might wish that we could turn the clock back. Is that not a reasonable fear?

**Hon. Miss Stephenson:** It's always a reasonable fear, I suppose. But the very fact of that memorandum going out has produced a sort of pause period for a very large number of school boards.

Right at the present time I am aware of only two conflicts within the province, one in the far north and one in Mississauga, related to the decision-making process, and both of those decisions were made more than a year ago. It would appear that the boards have become very sensitive to the need for this kind of procedure and input. I doubt very much that any board is moving rapidly in the direction of carrying out the final decision regarding school closure.

The guidelines and criteria should be available within a relatively short time, so that the school boards will know precisely what it is they are required to do.

**Mr. McCaffrey:** I don't want to overdo this. I just think that the leadership you have already shown here is excellent. I believe you could be at the beginning edge here of something extremely important that might set examples for other jurisdictions.

**Hon. Miss Stephenson:** For communities.

**Mr. McCaffrey:** Yes. It is important for communities, for those seniors in the communities. One of the buzzwords that we in politics use a lot is "user pay," and I've used it as much as anybody. I would just like to turn that around sometimes and talk about the concept of "payer use."

The kind of neighbourhood school we are talking about is, for the most part, still situated in the middle of a neighbourhood where the age makeup has changed dramatically. By and large, those are the taxpayers who over the years have paid for it, whose children attended and graduated. Rather than making those facilities something that is no longer the least bit relevant to them in their day-to-day affairs, we could be considering, in terms of payer use, how we can make these facilities relevant for the elderly couple or widowed persons in the community. As I mentioned earlier, perhaps they could be used for recreational purposes at night.

I am convinced that we're at the leading edge of something that could be creative, in the sense that it would not require that much additional money and, most of all, in the sense that it would cause all of us in government to rethink some of the traditional routes. That the client group is only the school-age child from nine to four does not wash in the 1980s and 1990s. The client group has dramatically expanded. We could really be leaders here.

**Hon. Miss Stephenson:** In communities where there are facilities fairly close at hand, a number of sites which could be considered to be the focus of the community, perhaps, it is less difficult. There isn't any doubt about that. But when the school has been the community focus, as it is in many suburban and rural areas, particularly small-town areas, it is a matter which I think deserves the attention of everyone within the community rather than just the school board. That is really what we are trying to ensure with the development of criteria.

We have some interesting suggestions that have been made about alternative uses, about the way in which the community can use not

just the building but also the property, and the ways in which the property may be protected for further school use. It may be that 20 years down the line it will become obvious that new school facilities are required.

Some of these suggestions will be disseminated to boards, so that they will have some idea about what other people are doing.

**Mr. McCaffrey:** Mr. Lawton, who is with your ministry; did you say he was head of the task force?

**Hon. Miss Stephenson:** He is chairman of the task force, yes.

**Mr. McCaffrey:** Is it at this stage an inter-ministerial task force, and, if not, should it be?

**Hon. Miss Stephenson:** At this stage it is not an interministerial task force, but, as you know, in many instances when there are implications for others it will go to the policy field secretariat.

**Mr. McCaffrey:** You must know what is on my mind—

**Hon. Miss Stephenson:** We have already had some discussions on it.

**Mr. McCaffrey:** —is day care. Therefore, would there be—

**Hon. Miss Stephenson:** This is already being done, as I'm sure you know, in a number of schools where there have been vacant areas developed.

**Mr. McCaffrey:** Right. But this is something else. It is being done and I'm glad it's being done. It is being done sort of on an ad hoc basis by some school boards, and God bless them for thinking about it. But we have not established guidelines that say, "You school boards in Ontario that have some options with that now nearly empty neighbourhood school, we in these guidelines are suggesting that you—"

**Hon. Miss Stephenson:** That option has been there for them a fair number of years now. If they had vacant space, there were certain groups to whom they could lease part of the school.

**Mr. McCaffrey:** I understand that, but let me get this clear: Why are we establishing criteria?

**Hon. Miss Stephenson:** This is for school closures, specifically; when the whole building has been declared unnecessary or is declared to be potentially unnecessary in terms of the educational system.

**Mr. McCaffrey:** Surely you and I are not that far apart. Now you are talking about a school that has the potential of being closed, which means there is some extra space in it,

and that some school boards are using that space for day-care purposes.

**Hon. Miss Stephenson:** Not just day care; they are using it for seniors' care, for all kinds of things.

**Mr. McCaffrey:** If we were satisfied that what is happening out there has been happening regularly enough and with enough foresight, we wouldn't even have the guidelines or the memo. We're starting to get into the business now of telling them what to do. Am I not right?

**Hon. Miss Stephenson:** The problem has not been primarily with the use of extra space within an existing school building wherein school classes are still taking place. That has not been the problem. In most of those instances the boards have looked at ways in which the extra space could be utilized. They rent the space quite readily, and they share some of that space with other boards as well.

The problem has been when the decision has to be taken within a relatively short period of time, relatively short being one year, two years, three years. A school population may have dwindled so dramatically that the entire building will be unnecessary as far as the school programs are concerned. Our concern is with that procedure rather than the utilization of space which may not be needed for classes within an existing school which is still functioning.

They are using them. They are using them for headquarters of groups of the Association for Children with Learning Disabilities, ACLD; for various kinds of clinics in many of the rural areas; and for day-care centres in some of the urban areas run by other agencies. That is a matter I think the boards have been fairly responsive to.

The difficulty has been when the school may no longer be needed for any school purpose for the foreseeable future.

**Mr. McCaffrey:** Maybe we are further apart than I thought. I come back to "potentially" as the operative word.

All I'm saying is surely we are not in the business now of starting to finalize criteria which would be operative and relevant only for a school that is no longer used at all for the teaching of children, be it 30 kids or 90 kids, on the way down from 250 to that difficult magic number school boards have had to come up with. My very strong recommendation is that the criteria be operative on the way down. That is central to what I'm thinking about.

**Hon. Miss Stephenson:** I guess what I should be saying is that many of those criteria



have been operative through the community schools program which was introduced, I believe in 1970, and provided guidance and assistance to boards to look at the ways in which their empty classrooms could be used for community purposes. That is a program that has been ongoing and there really has not been any major difficulty with that. There has been enthusiastic support for the concept within most communities and within many boards as well.

2:40 p.m.

The real problem has arisen when that final crunch decision looked as though it were going to have to be made that the building wasn't necessary for education purposes, specifically elementary-secondary education purposes.

**Mr. McCaffrey:** But you do understand what I'm saying? That on the way down—

**Hon. Miss Stephenson:** Yes. You are saying it's all part of the same package.

**Mr. McCaffrey:** Yes. I very much see that.

**Hon. Miss Stephenson:** I guess our thinking about what should happen, in terms of the public input and our concern about the decision-making process in declaring the total school redundant, was influenced quite definitely by the activities that went on within the community school project.

**Mr. McCaffrey:** Can I just put it this way for my own purposes? I will make it as simple as I can.

Suppose it is a 10-room school and that all 10 rooms were at one time fully utilized by pupils in the course of a normal school day. It is now down to five classrooms and has approached the point where the board is publicly agonizing about what to do. This means that the parents are publicly agonizing about what this is going to mean for them next year if Susie, who is in grade three, has to go to another school eight miles away. People then actually begin to think of moving.

I consider the crucial point to be now, when the discussion purposes are taking place. We have five empty classrooms, although we recognize there are alternative uses being made of them—perhaps audio-visual work from one school is being done in one room, senior citizens may be in another for a portion of a day, and there may be a co-operative nursing school in another of the five.

For purposes of discussion, I am saying when we do finalize the criteria, if it makes sense that three of those five empty rooms will henceforth be used for day-care purposes

for working mothers who are living in the community or, equally important, whom we might want to move into that neighbourhood, you have done two things.

You have made an intelligent use of three empty rooms—I'll leave the other two empty for the moment—but, equally important in my mind, you have enabled the school board, the parents and the pupils in the remaining five rooms at least to see that that school has a longer life expectancy than the one year they might have been led to expect.

If the parent of a child in one of the five remaining rooms said, "It's fundamental to me that Mary go to a school where there are 300 kids," they move. But there are others for whom that is not the priority at all. Many people are quite content with the type and quality of education their child is getting in that much reduced school.

You have done two things. You have given those parents an option, without which their only decision is to move, if we're talking of great distances, or to enrol in another school, which is not always easy.

Do you see what I'm saying? You've done two things.

**Hon. Miss Stephenson:** You believe that you have extended the life of the five classrooms as school classrooms. That's already happening. But that still may not stave off completely the day when the school will have to be considered, because that population will not continue to grow. There are a whole range of factors related to that which have little to do with the proximity of the school to the place where the family lives.

**Mr. McCaffrey:** I understand that. But you understand what I'm getting at—that it happens in conjunction with the decline; that the criteria surely won't just be kicked into life—

**Hon. Miss Stephenson:** I'm sure this was one of the primary purposes of the introduction of the community schools concept, because it was introduced at a time when the ministry was aware and was making boards aware that there was a decline in enrolment in the school population.

It was in 1970 and 1971 that this began to be obvious and that information was disseminated. Community schools were ideas which had been in existence for some time, but there had not been in most instances the available space to utilize for providing other kinds of services or other kinds of arrangements. It became increasingly easy to do that, and that's precisely what has happened.

But that kind of attitude has certainly been present in the thinking of many of the



boards, although not all of them. Within certain of the rural schools it has not always been possible to consider that, specifically, and the requirements have not been there either. So you can't make one blanket policy.

**Mr. McCaffrey:** I understand that, and I'll stop now. I do think you have an opportunity, and I respect the fact that you have started down this road to show some really important leadership here.

It is my intention to stay in touch with you on this, and with Mr. Lawton and others. I am confident enough that the criteria, once finalized, will be so good that you should honestly think about this moratorium proposal. I would just hate to see us in the position of wishing that we had put a moratorium on closures last year, two years ago, or whatever the time frame is.

**Mr. Cooke:** Mr. Chairman, may I ask a brief supplementary before we get off this topic? I would like some information from the minister.

Windsor city council recently passed a motion regarding the zoning of schools that are going to be closed or have been closed. Most of the schools in our area—I don't know what it is like across the province—are zoned for high-rise apartments of the type zoned as R-3. The motion stated that when a school was closed the zoning of the school property would then conform to the surrounding properties.

School boards have taken the position that they don't want that, because it devalues the property and won't provide good resale for school boards. Obviously, neighbours within school board areas are not particularly happy with the school board's position. In my riding there is already a developer interested in developing the school board property if it is to be sold. He wants to build a large high-rise in the middle of a single-family dwelling area.

Is that a problem in other areas of the province? If so, how is the ministry approaching it?

**Hon. Miss Stephenson:** I'm not sure that it's a problem in other areas of the province. It is not one that has come to my attention frequently. Within one board area an agreement has been reached between the board and the municipal council that the property would be rezoned in order to permit recreational activity rather than anything else. A neighbouring board, or one with contiguous boundaries, is very upset right now about this agreement, and there is some conflict about it.

In some instances, the requirements set up by the ministry for the offering of school property for purposes specifically related to community activities are fairly stringent. It is only when they have gone through the entire list that they can offer the property for sale on the open market.

**Mr. Cooke:** But there are so many schools going through that.

**Hon. Miss Stephenson:** That is why we are going through this whole routine.

**Mr. Cooke:** Will the guidelines address the zoning problems?

**Hon. Miss Stephenson:** I'm not sure that we can address the zoning problems, but we will certainly be having some discussions about it.

**Mr. Cooke:** What are the financial arrangements now? When a school board sells a school, do they then have to put the proceeds in their capital reserve?

**Hon. Miss Stephenson:** Yes.

**Mr. Cooke:** They are not allowed to use that for operating expenses.

**Hon. Miss Stephenson:** Not for operating expenses, no.

**Mr. Cooke:** When you are developing your guidelines, it may be a good idea to look at that problem and make some suggestions to school boards, if they are going to be using the resale money for capital reserve. I don't think school boards should be in the business of making money by selling their property to developers at extremely high prices.

**Hon. Miss Stephenson:** Should they be in the business of losing money?

**Mr. Cooke:** I don't think they'll be losing money when you're talking about schools that are mostly 50 or 60 years old. Certainly the property will have appreciated in any case. There will be agreements with municipalities to knock down the school buildings if they are old and put in single-family dwellings, or high-rises if such already exist.

2:50 p.m.

I don't think there's any problem with that, but I don't think school boards should be in the business of destroying single-family dwelling neighbourhoods either. That's what is going to happen, especially in my riding where there is very little in the way of high-rises; they are all single-family dwellings.

**Hon. Miss Stephenson:** Might I say that it is less a matter of responsibility to school boards. The school boards did not zone the property, the municipality did. If the municipality has provided zoning which permits

that to happen, then surely it is the municipality's responsibility to ensure that the neighbourhood is not destroyed, as you say, by whatever use is going to be made of it.

Mr. Cooke: I don't think it is that easy for the municipality to simply say, "We're automatically going to rezone your school property." I don't think they can do that.

Hon. Miss Stephenson: As I said, there is an agreement which has been reached between one municipal council and the school board for the automatic rezoning to occur, specifically for purposes of recreation and other activity.

Mr. Cooke: Do you know, offhand—

Hon. Miss Stephenson: I'm not sure that I should tell you right at the moment. I think you will probably find out fairly soon. I will find out whether I can tell you or not.

Mr. McCaffrey: Could I ask the minister a last question? When is a reasonable date for the criteria to be set?

Hon. Miss Stephenson: I hope that they will be finalized before the end of June.

Mr. Cooke: Which year?

Hon. Miss Stephenson: This year.

Mr. Bounsall: May I, officially, reiterate my plea on this? If it is going to be that late this spring, I hope there will be some retroactivity in its application, or at least a review of all decisions made in the last six months or year, in the light of the new criteria.

Hon. Miss Stephenson: I would be delighted to say that the minister has the power to do that. I remind you that you are dealing again with duly elected individuals at the local level. I think to impose retroactivity would be extremely difficult, just as it would be to impose a moratorium. I'm sure that would be challenged in the courts. The law says those properties belong to the school boards.

Mr. Bounsall: But the schools stay open while that challenge goes on, if the challenge to you is on a moratorium.

Hon. Miss Stephenson: I wish I could be confident of that as well. I believe thus far there has been a very dramatic slowdown in this exercise by school boards over this six-month period, and I think it is likely to continue when they know there are going to be fairly clear directives to boards. That we can do. But to direct them to declare a moratorium on any part of that decision-making process at this point I have a feeling would be pretty difficult to do.

Mr. Sweeney: I have a question of clarification, Mr. Chairman, on something the minister

said. If I may paraphrase the minister, "The laws say those buildings belong to the school boards."

Hon. Miss Stephenson: There isn't anything within the Education Act saying those buildings or properties belong to the Ministry of Education.

Mr. Sweeney: Probably for about five or six years prior to 1975, there were many schools built in the province almost on a 100-per-cent grant.

Hon. Miss Stephenson: Yes. There are still a fair number of them.

Mr. Sweeney: As a matter of fact, a few were built at 102 per cent; which is impossible, of course, but they qualified for that. Is there nothing in legislation or in regulations?

Hon. Miss Stephenson: No. The law says it is the school board's responsibility to provide the facilities for educational purposes.

Mr. Sweeney: It doesn't mean they have to own them.

Hon. Miss Stephenson: Although that provision is facilitated by tax moneys from all citizens within the province, there is nothing within the legislation which gives the minister or ministry the capability to say—even if the province provided, as you say, 102 per cent—that the property belongs to the province rather than to the school board. I guess it's by implication rather than by direct—

Mr. Sweeney: Is that a legal opinion, Madam Minister, or has it been tested?

Hon. Miss Stephenson: I think it has been explored at least once as a legal opinion. Within the report of the commission on declining enrolment, CODE, we will be making some suggestions about ways in which that might be modified.

Mr. Sweeney: The obvious follow-up to the discussion that just took place is that the province has some long-term plans—I think I'm following up Mr. McCaffrey's point as well—on the use of school buildings. If they had some strings attached to them, they would be in a much better position to do something.

Hon. Miss Stephenson: That is absolutely right. We would have been in a much better position over the past 15 years, at least, in the whole area of attempting to persuade schools to share the properties or lease them, et cetera. We have had only the power of persuasion.

Mr. Sweeney: If I remember correctly, the legislation also says it is the responsibility of the board to provide the facility. But that can just as easily be rented as owned. So I'm

wondering if the implication is, necessarily, that it be owned. I'm sure your legal people will check that out.

**Mr. McCaffrey:** Mr. Chairman, may I comment, very briefly, on the matter of nonpublic schools—-independent schools, alternative schools and so on? It is no secret that it is a sensitive area; I sometimes think it is more sensitive than it should be. I say this as one who taught in the public system, has children now happily enrolled in the public system and has every intention of continuing that.

Let me say as an aside—I'm very anxious—you mentioned yesterday that the deputy minister had just attended a conference about your system—

**Hon. Miss Stephenson:** That was on school funding.

**Mr. McCaffrey:** —and that we might, at some point, have a dialogue or exchange of views, or hear some of his findings on it. I'm anxious to hear that.

I am one who believes there are avenues open to us; that there are things that can be publicly talked about and thought about in this great province which would change the status quo somewhat and which might fall short of the voucher system in its entirety; that there are some changes or innovations that could be made in funding and helping parents who, for a host of reasons, have opted to enrol their child in an independent or alternative school.

I'm not the least bit uncomfortable in talking about that publicly. I think it's a very important area for us—I say "us" in the broad sense as legislators—to talk about it publicly. I fear sometimes that there is perceived to be a rigidity within the Progressive Conservative caucus which I personally don't believe is as real as some make it out to be.

I guess I am as familiar as anybody with 1971 and, what is most important, with the statement the Premier (Mr. Davis) made in 1971. He said there was room for innovation and change. I think that is a correct quote, although I don't have my file with me at the moment. He recognized in 1971 the growing concern of parents and others in the community at large for the education of values and the greater emphasis that some people put on religion at that time. I emphasize "at that time" because 1971 is a long time ago. I can't think of anything, including that attitude, that hasn't changed dramatically in the past decade.

We are in a revolutionary, fast-changing world. This country and province are no exceptions. People's attitudes have changed a lot. I sincerely hope we can talk about this

openly and publicly and, where there is room for flexibility, exercise it.

It's an area that I have real interest in and am committed to exploring in some detail. I am attracted to the concept of finding some other avenues than are now available to assist such parents.

3 p.m.

It may be a trend which is not growing rapidly, although some would say it is; I can't measure that. But I think it is important that we recognize what is happening and be prepared to be innovative, even if that means doing something short of the full larger system—which, as I use the term, is just a wide-open, free-enterprise, full-competitive Conservative approach to it.

I hope we can continue to talk about that in the future. It doesn't matter a damn to me whether or not it is in committee but it is an important area. I know there are more innovative attitudes around than sometimes appears to be the case.

**Hon. Miss Stephenson:** The philosophy which has guided the public education system in this province has been that it be free, nondenominational, nonsectarian, and that it be accessible to everybody within the province and supported by everyone within the province.

Interjection.

**Hon. Miss Stephenson:** No, this is elementary and secondary, that's what I'm talking about. I'm not talking about post-secondary and we are not in those estimates at the moment. That has been the philosophy which has guided the development of public education in Ontario. It's a very important principle, it seems to me.

If they are going to change that principle, I agree with you, there has to be a great deal of public discussion and public debate about whether we are going to begin to develop a system which provides for sectarian or denominational educational programs to be supported by all the taxpayers within the province. That's a great divergence from the general principle which has been there for a long time and I think has demonstrated its worth.

**Mr. Chairman:** Have you finished?

**Mr. McCaffrey:** Thank you, Mr. Chairman. Thanks, Madam Minister.

**Mr. Sweeney:** I want to deal with that topic as well. Is it appropriate to do it now or to bring it up later on? Whatever the chairman decides.

**Mr. Chairman:** It's a general policy area that can be open for discussion. I suggest



the main office vote is as appropriate a time as any to discuss it.

Mr. Sweeney: That's what we are on now.

Mr. Chairman: That's what we are on now—item 1.

Mr. Sweeney: I would have thought, Mr. Chairman, as you pointed out, that it involves the overall policy of this government with respect to education. The minister has just aptly addressed to us the fact that this has been the educational policy of the government of Ontario for a long, long time.

I have a couple of comments. The first is that I think we must recognize that during the period of time when that approach to education in this province was most appropriate, we had, I suggest, a great deal more commonality among the people of this province than we have today. I also suggest the way in which the public schools operated, the courses they taught, the teachers who were in them, and of course the parents who sent their children to them had a great deal more commonality than I would suspect we have today.

What I'm trying to say, Madam Minister, is the pluralism of our society today on many bases, whether we are talking of culture, religion, language or educational philosophy, in my judgement—and it's part of the overall question I believe you were addressing yourself to a few minutes ago—is much greater today than it was in past years. Therefore, I think we can say quite adequately there was a period of time in the province when the public school was a much greater reflection of the society it was serving and a single public school system could much more easily meet the perception of that society as to what education was all about than what is true today.

If there is any validity to that statement at all, it follows that providing educational services to parents in ways they felt were appropriate for their children in past years is not quite the same today. If the government believes it is meeting needs as they are then surely—and this is what I just heard Mr. McCaffrey saying—now is the period of time, certainly within the last 10 years. I think it probably started a little bit before that. I don't think there was anything unusual in this issue coming so much to the forefront in 1971, because it was an issue that was bubbling all through the 1960s.

So we have had a very significant change in the society of Ontario through the 1960s and 1970s and I can't help but believe from what I see, and I don't pretend to be a futurist, that kind of change is going to continue even

more into the 1980s. I see a return to some of the older traditions, but I don't see more uniformity or conformity.

What I'm trying to say, Madam Minister, and probably quite badly, is that as appropriate as the educational philosophy and educational perception of this government may have been for what people needed and wanted in the past, it is not so appropriate today.

One of the reflections of this is, looking right now across this province at some of the pressures you, as the minister, are facing. I don't have to tell you what they are, but let's take a look at them.

For example, there is a great deal of pressure from the native people saying, "We want to control our own education." There is a great deal of pressure from French people saying, "We want to control our own education." There is a great deal of pressure from the separate school people saying, "We want to control the last part of our educational system."

There is a great deal of pressure from the many kinds of alternative and independent schools, the bulk of them granted on a values basis, but there are other kinds of alternative and independent schools that have been set up for different reasons.

For example, let's take Montessori, which is basically an educational philosophy, as opposed to most of those other things I spoke about. I suggest to the minister that other than the funding question—let's put that to the side; it is a major question in education today and it probably always will be. Like most of the government services provided, there probably will never be enough, but set that one aside. Most of the other big problems the minister is facing are of this nature, of groups of people in our society saying, "We want education in a different way."

The numbers that have made a move so far actually are not that great—not in round numbers. They are certainly great in percentage terms and I'm sure the minister is aware of the fact. The last figure I heard was in the last six or seven years there has been a 50 per cent growth in students moving into what are typically called "alternative" or "independent" schools.

Hon. Miss Stephenson: Yes, from about 40,000 to 60,000.

Mr. Sweeney: Yes, about a 50 per cent growth.

Hon. Miss Stephenson: Out of 1.8 million.

Mr. Sweeney: That's what I said. In round numbers it isn't a lot of people yet, but it is

significant to get that kind of shift even within themselves.

The other significant thing: I believe the Premier of the province in his public expressions seemed to be making very clear in 1971 that he doubted the justification for using, again I'm paraphrasing, "public moneys for private schools." I think even you would agree that when you talk of private schools most citizens of this province have an image of what private schools are. They think of some place like Upper Canada College and the various forms of that.

3:10 p.m.

That is not to be critical of Upper Canada College; I think it performs a very valuable service. But you know as well as I do the bulk of the growth is not to alternative and independent schools like Upper Canada College. They are much more the smaller schools, operated by groups—for want of a better expression—

**Hon. Miss Stephenson:** They are denominational schools.

**Mr. Sweeney:** Yes, but they are the lower end of what we normally call the middle class or at least the middle part of the middle class.

A lot of these parents are industrial workers; a lot are in the lower-management level of commercial business. In other words, it's not the wealthy sending their sons and daughters to places like Upper Canada College. Let me repeat I'm not being critical of it. The trend is a different strata of society saying to us, "We want education provided to our children in a different way."

I continue to fail to understand why the government is so concerned about that. I can't believe people in large numbers are going to leave the public school. I just don't believe that will happen. There are many reasons, and if we have this kind of discussion at greater length some time we can talk about those. I think for many people the public school provides and is perceived to provide what they want. So, therefore, we are not talking of a lot of people.

Regarding cost, let's take what has happened over the last six or seven years, that extra 20,000 or 24,000 students—whatever the figure is—who have moved away from the public school into some kind of alternative and independent school. While they were in the public school we had to pay for them. As soon as they move out of the public school your contribution—"your" meaning your ministry, your government—to their education ceases.

The local taxpayer is still supporting that school system. The building they formerly attended is still being covered by you and the local tax base, but the basic operating cost—whatever that figure is; for the sake of argument let's say roughly 52 per cent. It must be close to \$1,000, \$800 or \$900. Let's say \$900 just as a saw-off—is money you would have had to spend on them anyway had they chosen to stay.

They were there. You were spending it on them. How can there be any extra costs to you or the taxpayers of the province if even that amount of money were allowed to follow them—if nothing else, even that amount?

I'm really trying to argue on two bases: the first is that there is a shift in society. Why don't you recognize it and allow it to happen? It's not happening in great numbers and I don't think it will. I have no way of knowing; as the minister herself has often said, "We can't predict too far down the line." It doesn't look as if it will.

Secondly, even from a cost point of view, it can't make a significant difference. The only way it can gain is if somehow or other more people are encouraged to do it and of course it is a reduction in your costs. But there is no way it can be an increase. You can save money, but it doesn't have to cost you any more.

I have a very strong sense that we have to offer parents and students more opportunity to pursue their educational growth as they see fit, whether I agree with it or not or frankly, whether you agree with it or not. Whose responsibility is it ultimately?

I couldn't help picking up Mr. McCaffrey's point. For a political party that speaks to the market, openness, competitiveness—with which I agree; I agree with all of those points—why do we take something so fundamentally important as education and say, "We can't have those variables"?

**Hon. Miss Stephenson:** No one said we can't have those variables. All we have said is: Is it really appropriate to use money collected from taxpayers, whose views may be entirely different from the denomination of the group setting up the school, to support a program in a school which is totally denominational, which may in fact be selective in its admission procedures, in its participation?

And yet the question I would pose to you is: I wonder whether in this increasingly pluralistic society it is not of even greater importance to support a free, public, non-denominational, nonsectarian school system which can provide the focus, the bringing together of all the diverse groups within our society to a common meeting point, a com-

mon educational system, which will provide some bonds between those groups rather than separating them through what is probably the most sensitive and impressionable period of their lives in a way which segregates those children from other groups of children within our society?

Mr. Sweeney: Madam Minister, for that latter argument to hold water, quite frankly, you would have to look at the record. I think the record would show clearly that those who have attended—two that I am very familiar with—the Jewish day schools in this community or the separate high schools in many communities, have gone into our communities and I would have to be shown that kind of division exists. I just don't see it.

I can say that very strongly because it was one of the big debating points, shall we say, back in 1971. That isn't a valid statement. It's something you certainly can—

Hon. Miss Stephenson: Can you prove to me it is not a valid statement?

Mr. Sweeney: What I'm asking the minister—

Hon. Miss Stephenson: No, I asked you a question. Can you prove to me it's not a valid statement?

Mr. Sweeney: No, just a minute now. Let's go back a minute. Let's follow it through. You said we should be cautious of allowing alternative and independent schools to exist because they would create division.

Hon. Miss Stephenson: No, I did not say that.

Mr. Sweeney: All I'm saying is the ones that do exist don't show any division.

Hon. Miss Stephenson: That isn't what I said at all.

Mr. Sweeney: All right. Tell me what you said.

Hon. Miss Stephenson: There has never been caution about allowing independent and alternative schools to exist. They have been encouraged. We assist them through the Ministry of Education to provide their educational program within those—as you know very well.

Mr. O'Neil: But you're saying they have to pay for it themselves totally.

Hon. Miss Stephenson: But I question the use of public dollars, collected from all the taxpayers in this province, within specifically denominational, specifically sectarian schools which, in many instances, have very clear and defined admission policies which are pretty darned selective.

Mr. Sweeney: They don't have to be.

Hon. Miss Stephenson: They don't have to be, but in most instances they are.

Mr. Sweeney: We had a situation in North York—

Hon. Miss Stephenson: Can I ask you another question? How would you separate the delivery of tax dollars to those schools you have defined, the Jewish schools and the Catholic high schools?

How would you separate the argument for support of those schools from support of what you call the traditional private schools that everybody talks about?

3:20 p.m.

Mr. Sweeney: I wouldn't

Hon. Miss Stephenson: What you are saying is, if E. P. Taylor decides to send Charles to Upper Canada College, my tax dollar should help to support him at Upper Canada College.

Mr. Sweeney: If that boy were sent to Harbord Collegiate instead it's going to cost the taxpayers of this province—again, I'm picking a figure for discussion purposes—\$900 to \$1,000 to educate him.

I'm not talking about property tax. I'm not talking about buildings or anything like that. I'm talking about the daily operating cost of his education. It's going to cost you that anyway.

Why should anyone care whether he gets his education in Harbord Collegiate or whether he gets it in one of those other schools—any one of those other schools—as long as it doesn't cost any more? Quite frankly, why should we care?

Mr. O'Neil: Could I get in with that, Mr. Chairman?

Mr. Chairman: Perhaps the minister would like to respond to Mr. Sweeney.

Hon. Miss Stephenson: I believe we should care. I'm not at all sure it would be appropriate to provide public tax dollars to support the traditional private schools within the province, which are generally populated by those who can very well afford the dollars which have to be provided in order to educate—

Mr. Sweeney: I agree, Madam Minister, if that was the only one. Let's be very blunt about it.

Hon. Miss Stephenson: Okay, what I asked was, "How do you separate those from the other group?"

Mr. Sweeney: You can't. That's the point. But surely even a guy like E. P. Taylor pays taxes and has the right to get some compensa-



tion as anyone else does. I don't think we should put either one of them down.

All I'm saying is the trend toward alternative and independent schools, of whatever kind, is not in that direction anyway. But I would agree with you, if there was ever any change in government policy towards providing educational options to parents, I don't know how you could draw a line, I really don't.

**Mr. Bounsall:** If I could come in with a supplementary: Would the line be drawn on the basis of the statement you made on whether or not the entrance was restrictive? If there are ethnic restrictions, is that a restriction? But there are alternative schools in which there are—

**Hon. Miss Stephenson:** Isn't that a restriction?

**Mr. Bounsall:** That's what I'm saying. You may well define that as a restriction, fair enough. But there are alternative schools that have no restrictions whatsoever.

I can think of one that was started—this is the second year of operation in Windsor—by parents who are simply concerned with a good Christian-value system. It's not denominational except for it being Christian. The teachers they have hired—they have assured themselves—are committed Christians. But there is no restriction whatsoever on a pupil coming to that school.

Now they haven't had many apply. If they were swamped by applications, they may have to restrict it because of numbers that apply in a given year. But children who apply do not have to prove their Christianity. They don't have any restrictions, such as entrance admissions or with respect to religion. It isn't either a girls' or boys' school—

**Hon. Miss Stephenson:** How many Moslems or Buddhists?

**Mr. Bounsall:** But they wouldn't say no to an application of a child coming in with that background. If someone chooses not to send them to that Christian school because they are Moslem I can quite understand it, but the school itself does not say, "We will not take a Moslem student." There are schools of this sort around that one would say clearly do not have a restrictive interest.

**Hon. Miss Stephenson:** Very few.

**Mr. Bounsall:** Now would that be a possible line of demarcation for you?

**Hon. Miss Stephenson:** I don't know.

**Mr. Sweeney:** I want to follow up on this. I started to raise that point. Please help my memory if I'm wrong.

My understanding was that when an arrangement was almost made with the Jewish day schools and the board of North York—just a minute; let me follow through—the Jewish school said: "We are quite prepared to open our doors to anyone who wants to come in with only one proviso. That proviso is that we have a system of education here, that's why we exist and we are not going to change it. If you want to come here, if you want to partake of it, you are welcome to come. But don't come in and expect us to change it."

I can't see anything wrong with that. I think that is the point Ted Bounsall was leading to.

**Mr. Bounsall:** Yes.

**Hon. Miss Stephenson:** I think there were a few other factors in that situation as well.

**Mr. McCaffrey:** We had a slight exchange here. I wasn't sure of the situation myself.

**Mr. Sweeney:** But wasn't that the gist of it?

**Mr. McCaffrey:** The optionality clause and certain—I forget, to be honest with you.

**Mr. Sweeney:** Let's put it that way. If they were to say that, because I have met with a number of people operating these schools and they say: "Sure our door is wide open. But don't expect us to change what we do when you come in, otherwise there is no sense in us existing."

**Hon. Miss Stephenson:** The question could be turned around. At one point, I think the suggestion was made that they become a part of the public educational system which would mean, probably, some relatively slight modification. To my knowledge they declined to do that.

**Mr. Sweeney:** I am reasonably sure if they were given a guarantee by both you and the local board that they could continue to operate as they were, with certain minimum academic requirements—I don't know of any who aren't prepared to do that—you would probably get a fairly high degree of acceptance.

**Hon. Miss Stephenson:** It is a matter which I said is examined with some regularity.

**Mr. Sweeney:** It's not going to go away.

**Hon. Miss Stephenson:** I think the question was raised because I had suggested yesterday that the deputy had attended a conference which related specifically to school funding.

**Mr. Bounsall:** I had questions to ask you on that at some point. I think this is the appropriate point.

**Dr. Fisher:** The point raised yesterday, Mr. Chairman, was: Is it possible that Ontario or any other jurisdiction could develop a so-called voucher system, whereby parents would have the capability to take back from a municipality, in the form of a chit or voucher, a passport to education in other areas, such as Upper Canada College which has been mentioned. It might be difficult if you had a learning disability but that is one that would be on the list, or a Jewish day school, or whatever.

Interestingly enough, the jurisdiction in which this was first formulated, Alum Rock Elementary School District, of San Jose, California, near San Francisco, was a completely homogeneous, middle-class, some lower-class, if you can use those terms, jurisdiction. As I recall, there were no parochial schools—that's the American term—in that jurisdiction at all, and if there was a private school at the time we are talking about it certainly wasn't available.

The superintendent in that jurisdiction felt, however, that he wanted to induce into that community greater interest of the parents in the school system. He also wanted to infuse into the school structures themselves a greater variety in the offerings given to the children, so he came up with the idea in that homogeneous area of the voucher.

It has never really got off the ground at all. The former minister and other colleagues visited that jurisdiction in 1973 and 1974. The superintendent, the idea man, went on to other things at Berkeley, where he still is, and the recent interest about a return to Dr. Coons's voucher system has been motivated by Proposition 13 in the state of California with the kinds of fiscal interest these jurisdictions have.

There was a move to put the voucher plan, now that the second book has been written about it, on the referendum ballot paper in the state of California not too long ago, and it failed to get enough signatories to have that brought before the people.

The point to be stressed at this point in the discussion is that we are talking about an idea. It is an idea, as Mr. Sweeney said, that does not go away because it does have a basic attractiveness. The attractiveness is to infuse a greater interest in the parents so they can move and seek a changed school setting for their children.

However, it seems clear there are other variables that would have to be attended. The great cry about the voucher system, quite frankly, came in the United States from the parochial schools in America who felt that Coons's and Sugarman's idea would cause a

migration out of the public system, out of the inner city areas of the exact people they were counting on in those jurisdictions to provide leadership at school board level, et cetera. The poor would get poorer and the rich would get a greater opportunity to seek even higher things in the other kinds of parochial or private schools. So that's the status of the argument.

There are many themes on the voucher system, I should point out, that we can talk about in greater detail later on, but there are six or seven different ways of changing the voucher. One could visualize, however, using one of these to seek out technical education or starting with a voucher system in a very small way in a very special area.

The Coons model was a completely egalitarian model; the voucher would be the same for every child. Another idea would be to have a differentiated voucher depending on the wealth of the home or family from which the child came.

3:30 p.m.

There are many different ways of doing it, but it has never taken root in the jurisdiction in which it was spawned, which is not to say it won't at some point.

Ontario has particularly difficult problems in coping with that, although it is not critical, because we do have a dual, constitutionally-based system in Ontario and a long-standing private school operation as well. There are many economic things we would have to look at in moving the voucher plan forward.

**Mr. O'Neil:** So you have looked at whether there should be some type of aid or sharing scheme set up among the schools.

**Hon. Miss Stephenson:** Yes.

**Mr. O'Neil:** But, at this point, it is no closer than it was a number of years ago.

**Dr. Fisher:** Neither here nor there.

**Mr. O'Neil:** You mentioned a figure of 60,000 students—

**Hon. Miss Stephenson:** I think 62,000.

**Mr. O'Neil:** That's a total of separate schools, Dutch schools—things like that?

**Hon. Miss Stephenson:** That's Catholic high schools—all the denominational schools.

**Mr. McCaffrey:** Are Catholic high schools included in that?

**Hon. Miss Stephenson:** Yes.

**Mr. O'Neil:** Do you have a breakdown for the different schools?

**Hon. Miss Stephenson:** We have it in the office; I don't know if we have it here. That figure I gave you should be 67,899.

**Mr. Sweeney:** As of when?

**Hon. Miss Stephenson:** As of 1979.

**Mr. O'Neil:** Can you give us a breakdown of that?

**Hon. Miss Stephenson:** Yes. Elementary is 28,973, which is an increase of 10,300 since 1969. Secondary is 38,926 and includes all of the Catholic high schools.

**Mr. Sweeney:** That's in grades 11, 12 and 13 only?

**Hon. Miss Stephenson:** This is total secondary that I am talking about. That does include 11, 12 and 13. It is an increase of not quite 15,000 since 1969.

**Mr. O'Neil:** Could I ask whether your actuarial people have ever estimated the saving to the local boards and to the ministry represented by that number of students being in that system?

**Hon. Miss Stephenson:** Well, surely they have—

**Mr. Bounsall:** I have a supplementary in this same area. British Columbia has a partial system of support to alternative and independent schools, does it not?

**Dr. Fisher:** That is correct.

**Mr. Bounsall:** It has been going for how many years now, two or three?

**Dr. Fisher:** I would think three at the outside.

**Mr. Bounsall:** What has been the experience in British Columbia? Are they sorry they did it? Are they thinking of increasing it? What have been the findings there?

**Hon. Miss Stephenson:** The first thing one would have to say is they started from a completely different base in British Columbia. The public school system in British Columbia was not all-encompassing; there were, as in Newfoundland, a great number of schools which had been founded by denominational groups and were run by denominational groups in various parts of the province.

**Mr. Sweeney:** Unlike Newfoundland, only the public school system was financed in British Columbia.

**Hon. Miss Stephenson:** The schools had to have been in place for at least five years before they could qualify for any kind of assistance. I have heard neither any tremendous criticism nor any great enthusiasm for it by the minister in my discussions with him over the last two years.

**Mr. O'Neil:** There seemed to be some reluctance in your answering that question.

Was it because you feel it hasn't worked out well?

**Hon. Miss Stephenson:** It wasn't reluctance; it was the fact that it would be very difficult to compare the introduction of that kind of program in British Columbia with the introduction of a similar program, or even one vaguely like it, within Ontario. You would be comparing apples with oranges.

**Mr. O'Neil:** Would it be workable, though?

**Hon. Miss Stephenson:** Why not? I don't know.

**Mr. Bounsall:** Are there any other provincial jurisdictions that have actually done this in Canada? I have heard that a couple are contemplating it, but I don't know of any others that have it.

**Hon. Miss Stephenson:** I believe Alberta has looked at it, and Quebec has as well. But to my knowledge there is not real participation in that kind of program.

**Mr. McCaffrey:** Could I ask a supplementary? I very much need to be informed here. I was under the impression, without any more details than you have, that five or six provinces now, including British Columbia, Manitoba and Quebec—those three at least I was confident of—had some funding from general revenues going to the independent schools. I thought there were at least three other provinces.

**Hon. Miss Stephenson:** What we shall do is to get all of the information we have about what is happening in other provinces and bring it to the next meeting of the committee.

**Mr. Bounsall:** Terrific.

**Mr. Sweeney:** Manitoba and Ontario are the only two that do not?

**Hon. Miss Stephenson:** I think Manitoba has some partial support for some schools.

**Mr. Sweeney:** That means that Ontario is the only one that does not?

**Hon. Miss Stephenson:** No.

**Mr. O'Neil:** You may recall, Madam Minister, that I wrote you a couple of weeks ago. I had some letters from the Christian school in Trenton. I think all the members have received presentations from Christian schools in their area and, of course, from separate schools too, from grade 11 up. It is a question that is raised many times. We are asked to meet with these people.

It was expressed in your letter that it would be a fragmentation of the present system that we have. But, to be fair to these people, they would like to know whether you



have any plans afoot, whether you are examining it, or—

**Hon. Miss Stephenson:** I think that I have very clearly, in all communications with those who have inquired, informed them that we have recently again examined it and that I truly do not see, at this time, any major change in policy.

**Mr. O'Neil:** So that is the cabinet decision; that it will remain as it is.

**Hon. Miss Stephenson:** I would be misleading you if I said that was a cabinet decision right at the present time.

**Mr. O'Neil:** How long is it since it was put to cabinet?

**Hon. Miss Stephenson:** I can't tell you.

**Mr. O'Neil:** Six weeks, six months, six years?

**Hon. Miss Stephenson:** It is certainly shorter than six years. I have only been around here for not quite five years.

**Mr. O'Neil:** Has it been put to cabinet since you have been the minister?

**Hon. Miss Stephenson:** Yes. There has been a discussion about it.

**Mr. Bounsall:** As my final question in this area: Has this ever appeared as a point of discussion, either formally or informally, at the council of Ministers of Education?

**Hon. Miss Stephenson:** No.

**Mr. Bounsall:** That is not too surprising, but I would have thought that at some point British Columbia would have liked to talk about what is happening out there, so the other ministers would know. No other ministers have shown at those council meetings that they are interested in at least discussing in any formal way what is happening in BC in this regard?

**Hon. Miss Stephenson:** It has never been an agenda item at CMEC, not since September 1978 at any rate. Whether it was before that I can't tell you. Do you want me to explore the back minutes?

**Mr. Bounsall:** No, just from your own experience; that program really has only been going for three years at the outside. I would not have thought it would normally make its way on to the agenda before they tried it, but at some point I would have thought there would be a discussion at the ministerial level about the effect of that happening in British Columbia. But you don't know whether the minister likes it or dislikes it.

**Hon. Miss Stephenson:** We had lots of informal chats, but it certainly has not been discussed at all as an agenda item within the formal council.

**Mr. Bounsall:** Mr. Chairman, at this point I would like to go on to—

**Hon. Miss Stephenson:** One of the things you should know is that the school finance officers from all provinces, who meet from time to time, have discussed it.

**Mr. Bounsall:** It has been discussed at this other level.

**Hon. Miss Stephenson:** At the officials' level.

**Mr. Chairman,** could I be excused? I have to make an urgent phone call.

**Mr. Chairman:** Yes.

3:40 p.m.

**Mr. McCaffrey:** Perhaps we could explore this for another second. May I fill the gap and direct a question to the deputy? There is something I had not thought about until we got into conversation about this whole notion of competitiveness, of one school system to another—i.e., the voucher.

Is there competition within the public school system? Are there secondary schools that draw a disproportionately high number of students from the same area as another high school? Do you know what I am getting at?

In my own community our neighbourhood school is a damned popular one and I have a real feeling—I have never measured it—that people actually move to that general neighbourhood as a result of it. Does this happen from time to time at both the elementary and high-school levels?

**Dr. Fisher:** That does happen. Many school jurisdictions have open boundaries and the students can move around. It has got to the point where from time to time this surfaces. I believe that in the borough of York, in York district, in the city of London this has come up from time to time—that one secondary school should become more specialized in the arts, or in music, that kind of thing. Seemingly, none of those have taken off.

There is a freer boundary system. There is another aspect; that of families gravitating to schools of reputation. I don't know if that is good or bad.

**Mr. McCaffrey:** Nor do I.

**Dr. Fisher:** It is better from the parents' point of view—and I am one of them.

**Mr. Bounsall:** Could I ask the deputy who the senior person from Ontario is who would attend the Canadian Education Association meetings? Is that you, or are there five or six people from the ministry who regularly attend? Who is in attendance at those meetings?

**Dr. Fisher:** There are a number of officials and citizens from across Ontario who are on

the board of the Canadian Education Association. That changes from time to time. They attend the board meetings and usually the annual meeting.

The meeting the minister was referring to is a subcommittee struck by the Council of Ministers of Education, Canada. Mr. J. Martin, the head of the school business and finance and now the grants policy branch, and Dr. R. Benson, my colleague here, are in regular attendance at those meetings. Twice a year they get together and discuss mutual problems. I can recall being at one where the British Columbia program first came up for discussion and was talked about.

**Mr. Bounsall:** I do not want to belabour this subject unduly, but is there a line or two we could hear as to what went on at those meetings with respect to the BC situation?

**Dr. Fisher:** If you give us until we come forward again, we would be happy to share that information with you.

**Mr. Bounsall:** The other topic I want to get on to—this would not necessarily involve the minister directly—is some questions regarding the Ontario Institute for Studies in Education. One thing that immediately comes to mind—

**Mr. Sweeney:** So I will know, are we going to take all of the main office as one discussion point, or are we going to go through it—

**Mr. Chairman:** I thought we would go through the main office in its entirety.

**Mr. Sweeney:** That's okay. I just want to know the ground rules.

**Mr. Chairman:** We have grants to various centres, and so on, in that main office vote but it makes it simpler for the chair and perhaps for the committee if we take it in its entirety.

**Mr. Sweeney:** All right. I have a number of questions. I thought you were going to take it in order.

**Mr. Bounsall:** Hold it. It may simplify to take it in order.

**Mr. Chairman:** I want to make sure we are talking about the same thing. I am talking about item 1, main office. Under that main office—

**Mr. Sweeney:** If you look on the next page, there is a breakdown of the main office. That is the sequence I mean.

**Mr. Chairman:** You are talking about grants to the Canadian Education Association, to the council of Ministers of Education and interprovincial programs, and so on.

**Mr. Sweeney:** Yes.

**Mr. Chairman:** It's up to the committee. Do you want to take it in order or in its entirety? It's whatever you wish because it's all under the main office, item 1.

Have you any views on whether we take it in its entirety or item by item within the main vote?

**Mr. Sweeney:** I suggest we follow the listing in the book. There's some order to it that way, but I'm easy.

**Mr. Chairman:** Is that acceptable?

**Mr. Bounsall:** It is preferable to follow it in order so the chairman will know where we are.

**Mr. Chairman:** We will take the grant to the Canadian Education Association first.

**Mr. Bounsall:** We are getting the specifics. There may be general questions that pertain peculiarly to main office. I don't have any but my colleagues might.

**Mr. Sweeney:** That is why I raised the question. If we are talking in generalities then main office as a general term is appropriate. If we are going to get into specific items within main office the thrust of my question was: Are we going to do them in the order in which they're printed or are we going to go anywhere?

**Mr. Chairman:** Why don't we first take the general comments and then go through the list of grants? Perhaps that would be simplest.

**Mr. Sweeney:** I deliberately held back my questions on these, assuming we would take them in that order. That's the only point.

**Mr. Chairman:** I will take the general comments. If Mr. Grande has any general comments to make with respect to main office per se we will take them and then go through the grants item by item.

**Mr. Grande:** Mr. Chairman, my concern at this point is in regard to the brief that was presented to the minister from the borough of York three or four months ago at the time of the last estimates. I would like to find out what the minister's response was to the people in the borough of York regarding their three main concerns.

One main concern was when you were going to come down with the Jackson commission report. We know that some time between last year and this year you're going to come down with it.

One point they make in that brief is: Where does the role of education end and where do the other services begin that the educational system supposedly has been providing in the last 10 to 15 years—services that come under the responsibility of the Minister of Community and Social Services,



of the Minister of Health and of other ministers? The educational institutions are performing those services at this time.

Hon. Miss Stephenson: Some.

Mr. Grande: All right, some. The boards of education do not get any funding for the provision of those services and the borough of York says: "We're in a desperate situation."

The Robarts commission report stated the borough of York's boundaries should be extended so it would have an assessment base with which it could work and which would allow it to provide services. Your government has said no to that. Therefore, it is asking, "Where on earth is the money going to come from for us to provide the educational services which we think we ought to provide but for which we don't have the funds?"

That's a real dilemma and I wonder whether there's any communication between your ministry, the Ministry of Community and Social Services and the Ministry of Health in terms of providing some funds to the educational system to provide the services.

I am paraphrasing, but that is at least one of the points in this brief. I wonder if you could comment on that aspect.

3:50 p.m.

Hon. Miss Stephenson: Yes. As I think I stated relatively clearly to the representatives of the group whom I met, I share their concern about the provision of appropriate kinds of support services, not just within the borough of York but throughout the entire province.

I outlined to them the fact that because of geographic isolation and because of the relatively small group of students to be provided service, some of the more distant boards were not able to establish the same kind of service base through their own educational structure. They could not attract to their areas the appropriate psychologists, social workers, whatever they felt would be appropriate, not only because of the cost but particularly because there wasn't enough professional work to keep them occupied on a full-time basis within that board.

Concern about this has led to the exploration of ways in which the ministry can be of assistance in helping boards decide where the best source of providing that support service should be and to discussions with the Ministry of Community and Social Services and the Ministry of Health, although the Ministry of Health's commitment to support the educational system is already there in the provision of public health nurses.

There is an attempt to find a method of co-ordination of services within all communities

which would ensure that the required services are there for the children, and that they're effectively deployed and not duplicated. That duplication is happening in some board areas where the boards have support services which could be acquired through other agencies within the communities. Some boards have assumed costs in their jurisdictions they need not have assumed as direct costs to the educational system if there had been more effective use of those individuals within the communities through some co-ordinated program.

That is precisely the response I gave to the representatives of the York board at the time we were talking. Those discussions are ongoing at this time because there is a real concern that the paraprofessional support many children need within the educational system should be available to all the children within the educational system in the province, whether they live in the borough of York or in downtown Toronto or in Wawa.

Mr. Grande: I appreciate what you're saying. However, the offshoot of that kind of reasoning is that they do not have the tax base with which to raise the money. You're going to come back to me and say, "Well, when Metro kicks in."

Hon. Miss Stephenson: That isn't what I was going to say at all.

Mr. Grande: I think you'll be saying to me, "When Metro kicks in." If they do not raise enough then Metro, because of the money that is raised throughout the whole metropolitan area, will be providing some money according to the needs of the particular board.

The borough of York has been in that situation for years, where they derive advantage from the fact that Metro is there. If Metro hadn't been there, there would be no educational system to speak of in the borough of York.

Hon. Miss Stephenson: I think some of the trustees in the borough of York would be very upset to hear you make that kind of statement.

Mr. Grande: Some of the trustees in the borough of York are really frightened and do not know whether they can provide the services within the next two or three years. That's what they were saying to me the other evening.

I happened to be talking to the trustees and one of the real concerns is whether—not just in the long term but even within the next three years—the borough of York is going to be the borough of York or whether it's financially feasible to maintain the borough because of the lack of assessment base and the tax there.



So what they are asking is, "Where are we at?" Because they are in a state of uncertainty as to where they are. Obviously, the government which you represent hasn't been able to come to grips with a very real problem in that borough. Scarborough, in terms of the Metro level, is in almost exactly the same situation as the borough of York; they have much more money but still they rely on the Metro level to kick in a certain amount of money to run the system.

Clearly, what I am saying to you is that it is the responsibility of your government to certainly and clearly make a decision about that particular educational system and that particular municipality. You have had plenty of opportunities to do it, because back in the 1960s Goldenberg recommended to you that the borough of York should be amalgamated.

In the 1970s Robarts recommended to you that the borough of York, to remain financially viable, should have its boundaries expanded. Neither did you make a decision in the 1960s to amalgamate the borough of York, nor did you make a decision in the 1970s to extend the boundaries. So in that borough they are finding themselves in the very uncertain position of not knowing where they are going and whether they are going to be in existence and in operation within the next two or three years.

Hon. Miss Stephenson: I don't think there is any doubt in anyone's mind that they will still be in existence.

Mr. Grande: What does that mean? You mean I still live there, but it might not be called the borough of York, you are saying in other words?

Hon. Miss Stephenson: Unless the borough of York decides to change the name or do something, I would think it will continue.

Mr. Grande: Madam Minister, our interest here, of course, is in education and in the delivery of educational services to those kids.

Hon. Miss Stephenson: The delivery of those educational services I would suggest to you is in no jeopardy at all. But you are talking about the delivery of additional support services to the educational system, which the borough of York board has taken unto itself to provide within the system.

Mr. Grande: And they are saying, "We cannot make it."

Hon. Miss Stephenson: And what I am saying to you is that there are discussions going on between the Ministry of Education and Ministry of Community and Social Services specifically in relation to those

children's services which provide support for the children within the educational system.

Mr. Grande: When will those discussions come to an end, or will there be discussions that will go on for years and years afterwards?

Hon. Miss Stephenson: I would think that by June 1981 there will be some very definitive kinds of conclusions reached which will be of importance, not simply to the educational programs within large cities but for a number of other areas as well.

Mr. Grande: June 1981.

Hon. Miss Stephenson: I would think.

Mr. Grande: Okay, we are still going to be around at that time.

Hon. Miss Stephenson: Thanks, Tony. That means no no-confidence motions until June 1981. Great!

Mr. Grande: I wasn't talking about this place. This place can go at any time. I'm talking about the borough of York. We will still be around in terms of the borough of York.

Hon. Miss Stephenson: The borough of York will still be around, of that I'm sure.

Mr. Grande: That's right.

Hon. Miss Stephenson: I'm not so sure about Tony.

Mr. Grande: Don't worry, I will be around.

Hon. Miss Stephenson: Teaching.

Mr. Grande: Whether here or elsewhere, I will be around.

Okay. That should give them some certainty at least that there is going to be finality to that process—in June 1981.

Hon. Miss Stephenson: The uncertainty about the ongoing viability of the borough of York is really a very peculiar situation, because obviously the statement that was made last year should have defined for them the ongoing existence of that borough—the response to the Robarts report that was made last year by my colleague.

Mr. Grande: Maybe we should continue with these and deal with Mr. Wells regarding this particular question. It was clear to them what you'd decided, but what you'd decided was not what they wanted to hear.

Mr. Blundy: That so often is the case.

4 p.m.

Mr. Chairman: Is there any other general discussion on the first vote, item 1, main office?

Mr. Bounsall: Mr. Chairman, just a general question. What do you people do in the main office?

Hon. Miss Stephenson: As a matter of fact I had a delightful experience—

Mr. Bounsall: I thought there would be an anecdote or two.

Hon. Miss Stephenson: —about four weeks ago, when I was invited by the Brant County Teachers Association to go to speak to them at a meeting to which they had invited a number of citizens as well.

It was an extremely interesting meeting. But the person who had drawn the short straw, who was required to introduce me, was a teacher—a principal, as a matter of fact—who had taken the opportunity to speak to 14-year-olds, eight-year-olds and five-year-olds within the school system to ask what they thought the Minister of Education did.

The 14-year-olds pretty well knew that the Minister of Education had some responsibility for program and curriculum and that was fine. The eight-year-olds weren't really quite so sure; they thought I went around and visited the schools to see whether the teachers were behaving. But the five-year-olds suggested that I spent my time colouring and cutting things out in the office—which I thought was great.

Mr. Cooke: Colouring things and sometimes cutting things out. I think they were right on.

An hon. member: That was very appropriate.

Mr. Cooke: So that's what the main office does. I always suspected.

Interjections.

Mr. Bounsall: Actually, I can't blame the ministry officials for not dropping brown-paper envelopes off in my office. I have never been to their offices and dropped brown-paper envelopes off.

But are you all together? Are you all in quite close office proximity?

Hon. Miss Stephenson: Yes.

Mr. Bounsall: It's hard to find a typical day, but do you come together at a given period and have a weekly discussion or a biweekly discussion, or is it daily, about what's happening to education in Ontario? Are there any trouble spots in the areas you have to cover?

Is this where the disagreements take place within the ministry? What goes on?

Hon. Miss Stephenson: We have what we call—for want of a better word—executive committee meetings on a regular basis. They are supposed to be every two weeks. They end up being once a week, that sort of thing. That's where the disagreements and arguments take place.

But there are, in addition to that, management meetings which the ADMs and directors have on a regular basis as well for both ministries.

We also come together as a totality in order to look at education problems or specific activities—for example, the response to the Jackson report, which has been an ongoing activity which has consumed a great deal of time. There has been a tremendous amount of discussion. That has involved all of the ADMs, many of the directors and the deputy, myself and others.

Mr. Bounsall: By and large, are the deputy minister and the various assistant deputy ministers—not you or your parliamentary assistant—spending most of their time in the detailed running of their particular—not so much the deputy minister but the ADMs—areas of operation and from time to time they surface and are aware of the general problems within the ministry, or are they more generalists at that level than they are specialists?

Hon. Miss Stephenson: I would have to tell you that my perception is that each one of them has a very broad view of the educational system and maintains that constantly, but is responsible for a specific area within that system. Each one of them brings specific expertise to the area which they serve, as well.

But there is no doubt in my mind that all of them have a very clear but general view of the educational system at all times—and of the potential problems or areas that we should be looking at. We have some very interesting meetings.

Mr. Grande: Mr. Chairman, I have a couple of other questions regarding the province in consultation with the federal government. That supposedly comes under the main vote and it's a general kind of thing.

I just wanted information regarding the refugee program and children in the schools and adult education for the refugees.

There is an agreement on adult technical education and continuing education that 50 per cent of the money would come from the federal government and 50 per cent from the province in order to set up courses, classes and whatever.

In terms of the students in the schools, is there any funding coming from the federal government regarding that program? Just to finish it off, I know that a few years back we were talking about funding an English-as-a-second-language program, that the federal government should make some kind of a contribution to it and there was some kind of



ongoing discussions with the federal government.

I wonder if that has come to any conclusion at this time.

**Hon. Miss Stephenson:** Since 1978 the ministry, through the Council of Ministers of Education, Canada, has been attempting to develop some kind of federal assistance, particularly for the English-as-a-second-language program. A task force has been established with representatives from all the provinces to develop a common position.

**Mr. Grande:** That was in 1979?

**Hon. Miss Stephenson:** The summer of 1979.

**Mr. Grande:** It took two years to establish the task force?

**Hon. Miss Stephenson:** It was since the autumn of 1978 that we have been working through the council of Ministers of Education. We did try earlier, as one ministry, one province, to have reasonable discussions without much in the way of fruit borne, so it has been through the council of the Ministers of Education that we have been working, in the last year at any rate.

I can't tell you when that consensus position is going to be reached. We're still in pursuit of it.

**Mr. Grande:** Twenty years later, when there's no longer a need, you may come to some kind of an agreement with the federal government. In between, that 10 years, the education of those kids—you know, they have been all over the place; whether they've learned or not learned, that's an irrelevant factor, I guess.

As far as I understood it, back in the autumn of 1978—and it was 1978, not 1977?—

**Hon. Miss Stephenson:** Yes.

**Mr. Grande:** —the province of Ontario had produced a report to the federal government. You had ongoing meetings at that time, two or three, and the province of Ontario was asking the federal government for somewhere between \$7 million and \$10 million, if I remember the figure. My understanding at that time was that we were about to conclude these negotiations. That was my understanding.

Whether those kinds of things were said prematurely in hope, I don't know, but I understood you were about to conclude that kind of arrangement. Are you saying to me that up to this point you are not getting a penny from the federal government regarding English as a second language? You're not saying that?

**Hon. Miss Stephenson:** For school children, no, we're not.

**Mr. Grande:** This government has moved very slowly indeed.

What about the refugee program? Did the federal government make any commitment to that after they decided to go to 50,000 and then cut it back? Your friends were in Ottawa at that particular time.

**Hon. Miss Stephenson:** Last summer the discussions that were held led me to believe that there would be some further negotiation in order to attempt to modify the assistance provided by the federal government—through the Ministry of Culture and Recreation, as a matter of fact—or an expansion of that kind of program in order to ensure that there would be some support for the educational programs necessary for the children specifically.

4:10 p.m.

We had discussions with Hon. David MacDonald about the establishment of the task force. That was one of the matters agreed to when he was the federal minister responsible. That task force was established.

**Mr. Grande:** Are we talking about two different task forces here?

**Hon. Miss Stephenson:** No.

**Mr. Grande:** The same task force?

**Hon. Miss Stephenson:** Yes. There has to be a provincial position through the Council of Ministers of Education, Canada, because that was requested by David MacDonald in order to have the federal-provincial function begin.

**Mr. Grande:** I have a copy of the report the province made to the federal government regarding English as a second language. I do not have a copy of the position of Ontario made to the federal government re the refugee program. You must have a position and be asking for some co-operation.

**Hon. Miss Stephenson:** It was decided that this would be done through the council of Ministers of Education, since all provinces were sharing in that responsibility.

**Mr. Grande:** And that meets once a year?

**Hon. Miss Stephenson:** No.

**Mr. Grande:** The council of Ministers of Education?

**Hon. Miss Stephenson:** The council meets twice a year, but the task force has been ongoing.

**Mr. Grande:** What you are saying is that not a cent has come from the federal govern-



ment, either for the refugee program or for English as a second language.

**Hon. Miss Stephenson:** I could not say that about the refugee program, because there is an arrangement between the Minister of Culture and Recreation and—

**Mr. Grande:** I understand that.

**Hon. Miss Stephenson:** —there also is an arrangement for English as a second language for adults. For children within the school system there is nothing for English as a second language.

**Mr. Grande:** Okay. How much money did the federal government trickle down to you for the refugee program?

**Hon. Miss Stephenson:** I do not have any idea. I would have to get that information from the Ministry of Culture and Recreation, Mr. Chairman.

**Mr. Chairman:** Does that complete the general discussion on this vote? We will go to the grants.

I have been informed that the minister and the deputy minister want to get together for a few moments on matters not related to the proceedings of this committee. I was wondering if we could take the Ontario Institute for Studies in Education grant out of order, Mr. Sweeney. Dr. Pitt is here and we could have a discussion on OISE while the minister and the deputy are doing whatever has to be done.

**Mr. Sweeney:** Mr. Chairman, the only problem with this is that the kinds of questions I wanted to ask were based primarily on a recent survey done by OISE and I wanted the minister to answer the questions, not Dr. Pitt. That creates a problem for me.

**Hon. Miss Stephenson:** Are there any other questions that you could ask Dr. Pitt or can we take five minutes right now?

**Mr. Chairman:** Take five minutes, or do you want to take the other grants?

**Mr. Sweeney:** The questions are all applicable more to the minister or the deputy minister than to anyone else—at least mine are.

**Mr. Chairman:** Perhaps we could take a five-minute break then.

The committee recessed at 4:15 p.m. and resumed at 4:22 p.m.

On resumption:

**Mr. Chairman:** I call the committee to order again.

Dr. Parr has indicated he would greatly appreciate it if the Ontario Educational Communications Authority could be dealt with today because of other commitments he has.

I'm wondering if the committee would agree to do that now?

**Mr. Sweeney:** Given the closeness to the last time we discussed this, I have only a couple of questions.

My first one is: What changes have taken place in the last year with respect to educational focus by TVOntario as they pertain to programs going into the schools?

**Dr. Parr:** I don't think there has been an enormous change of focus. Our hope is, as the years go by, to fill in those parts of the educational nurturing that may not in the past have been as completely filled as we had hoped. We do this among the priorities that are put before us by the Ministry of Education.

The officials of the ministry and our own staff discuss those areas which seem to be mutually appropriate and we develop programs along those lines. I don't think there has been any sharp change of focus.

**Mr. Sweeney:** To put it more specifically, if the ministry indicates to you that it wants to emphasize some of the changes it is emphasizing in its textbooks—a question we raised earlier—such as sex stereotyping, such as the question of racism, would you try to include this kind of focus in terms of your programming? Is that the way the system works?

**Dr. Parr:** Oh yes, and I hope we are doing it. In one respect we have to look well ahead because programs take one or two years to make but, on the other hand, if it is found that old programs misrepresent a particular case they are easier to move out than are textbooks. On the matter of sex stereotyping, I hope we aren't at present doing anything offensive in our programs.

**Mr. Sweeney:** Excuse me, I wasn't suggesting that you were doing anything. Do you direct programming to raise that particular issue and try to resolve it as a social and educational issue?

**Dr. Parr:** Yes, we do. For instance, if we took the question relating to the multicultural situations and ethnic problems which arise in the schools, we have a number of programs available to the schools which tackle that problem, which fall within the curriculum guidelines, which are approved by the ministry and which we hope are valuable to the schools.

**Mr. Sweeney:** How close a correlation is there between what you are offering and the changes that are made, generally speaking, within the ministry from a curriculum point of view? Is there a rough parallel?

**Dr. Parr:** Yes, the changes required by the ministry are corresponded to. I hope there is a good mutual relationship in that respect. The suggestions we have I know are listened to by the ministry. We sit on the appropriate curriculum committees. There are no problems in that regard.

**Mr. Sweeney:** Without getting into the question of authority and responsibility, et cetera, in essence who is making the decisions? Is it a case of the ministry making certain educational decisions and you follow along as best you can or does TVOntario have a focus and sense of mission within its own realm of operation and make its own decisions? What's the overall thrust?

**Dr. Parr:** Happily, so far both of those. As far as I know there have been no differences of opinion when the ministry officials and our staff sit down and decide what priorities are appropriate to be followed by TVOntario in its programming. I hope there won't be. The same priorities are generally seen.

When that is agreed and the programs are developed by appropriate panels of experts, the final production of the program lies in the hands of TVOntario. It has to be responsible for the final appearance of the program.

If there are subjects which don't reside within the curriculum but which we think are important, we produce them anyway. These might be shown in the evenings.

An example of this is Fast Forward, which you may have seen referred to recently in Star Week. That might well become a program of interest to curriculum and to the schools. It is not prevented from doing it.

**Mr. Sweeney:** As part of your school program, would you see a need to do something with respect to the Quebec referendum?

**Dr. Parr:** I don't think it falls within the school programming because there isn't sufficient lead time for the kinds of programs that develop from schools which generally follow series and sequences. It is a subject that may well appear in the evening programs. We don't separate the evening and school programs so sharply that school children are not expected to watch the evening programs.

On the contrary, we hope that teachers, being aware of what is happening in the evenings, would frequently recommend that their students watch some of the evening programming.

**Mr. Sweeney:** I was thinking primarily of the programs that you gear towards schools which you expect are going to be watched in classrooms, libraries or somewhere during the school day.

**Dr. Parr:** I don't think a subject such as the Quebec referendum is likely to arise because it can't be programmed in schedules sufficiently ahead of time.

**Mr. Sweeney:** Therefore, there is a limit to your flexibility with respect to what is being offered as what I would call classroom TV.

**Dr. Parr:** Yes, because that has to be scheduled and the announcements made in the schedules ahead of time. I would like to repeat that we frequently find teachers in the system will recommend to their students that they watch programs that are on in the evening, or out of school time, or on week-ends.

**Mr. Sweeney:** What evidence do you have that teacher use of educational TV is growing, or remaining static, or whatever?

**Dr. Parr:** The last survey that was made shows that about 50 per cent of the teachers in the elementary schools and about 30 per cent in the secondary schools are using this regularly.

**Mr. Sweeney:** What do you mean by "regularly"?

**Dr. Parr:** That's very difficult, but several times—

**Mr. Sweeney:** Once a week, once a month?

**Dr. Parr:** More than once a month, but probably not once a week. There are those who use us on a much more frequent basis. I don't know the proportion but I can let you have the results of the survey.

4:30 p.m.

**Mr. Sweeney:** Is that growing, or have you reached a point of stability, or is there a falling off? What I'm trying to say is what is the trend?

**Dr. Parr:** I think the trend is about to increase because much new equipment has recently moved into the schools through a lease-buy process which assisted the schools to get television monitors and recording units.

**Mr. Sweeney:** This is the use of your cassettes or videotaping on—

**Dr. Parr:** Yes, that's right.

**Mr. Sweeney:** Is there an expansion in the use of your prepared cassettes?

**Dr. Parr:** No, that's holding steady and perhaps declining a little because an increasing number of schools are taping on their own.

**Mr. Sweeney:** Doing their own. What about expansion into geographical areas of the province, which was a major concern a few years back?

**Dr. Parr:** On a temporary basis we have been able to take our programs to parts of the north that weren't covered through direct broadcast satellite, which we are guaranteed will last until the beginning of next year. We're not sure what the situation will be after that.

We have been invited by the Minister of Culture and Recreation (Mr. Baetz) to present a plan to him for the next phase of expansion into the province which we hope we will have before him next month.

**Mr. Sweeney:** In round figures, how representative is this \$7.3 million contributed by the Ministry of Education compared to the other two ministries from which you get funding?

**Dr. Parr:** Roughly speaking the Ministry of Education gives us about—

**Mr. Sweeney:** It says \$7.8 million in this year's estimates.

**Dr. Parr:** It is about 35 per cent of our total revenue. The Ministry of Culture and Recreation is about 50 per cent. We develop 15 per cent by other means, including sales of programs.

**Mr. Sweeney:** Would that 35 per cent include the Ministry of Colleges and Universities as well?

**Dr. Parr:** Roughly, yes it would.

**Mr. Sweeney:** What is the rough breakdown? There wouldn't be nearly as much there, would there? I don't have those estimates in front of me.

**Dr. Parr:** The amount from Colleges and Universities is small and it is for particular programs that we do in collaboration with representatives of Colleges and Universities.

**Mr. Sweeney:** Is it a smaller figure compared to this \$7.8 million?

**Dr. Parr:** Yes, the figure is \$796,000.

**Mr. Bounsall:** Can the chairman deny the malicious rumour that circulated that the reason he had to have his appearance over today was because he was running out of different bow-ties to display before the committee?

**Dr. Parr:** Absolutely true.

**Mr. Bounsall:** Absolutely true. Well, I have some I can lend you if the situation ever comes up. They are made from Colin Isaacs' discards.

I assume not much of the money which this ministry gives you to maintain the inventory is spent in remakes of something you have already done. These are new endeavours in every case.

**Dr. Parr:** That's true.

**Mr. Bounsall:** What new endeavours are you on or about to go on?

**Dr. Parr:** In general terms, we are extending the basic programs that relate to reading and writing skills. We have found that such programs as Readalong and Write On! and the basic mathematics programs have been very supportive of the curriculum. These are going to be extended.

The reading program is moving into slightly higher grades than the ones it currently covers, which are the most elementary grades. Our programs in the social sciences generally are being extended and our new science programs will be as well.

**Mr. Bounsall:** What areas are the new science programs in?

**Dr. Parr:** In the fields of pure and applied science there is going to be programming on natural and physical sciences for junior grades. This is going to be two programs on a pilot basis. We do not have many science series for junior grades and these are currently being developed with the ministry to determine what form those pilots should take.

Another area which is being developed and which began this year—you may have seen it—is called The Body Works. It was a substantial series of short 10 to 15-minute programs for schools on health, diet and exercise. That is being extended because I believe it was a very successful program.

**Mr. Bounsall:** Do you measure that success by how many schools watch it? Are we talking about television in this area, rather than cassette tapes you make and send out?

**Dr. Parr:** At the elementary level our programs are generally used off-air, because the nature of the elementary-school program is that it is fairly fixed. One can move into that program off-air quite easily. The intermediate and secondary-school programs are much more flexible because of the nature of the choices that students have. So they more frequently will use cassettes which they will either obtain from us or by taping off-air during a period between three and four o'clock each day which we dedicate to that purpose. They can find out from our schedule what is available for taping.

**Mr. Bounsall:** Is the measurement of the success of that program garnered from how many schools you know are watching those particular series in school time?

**Dr. Parr:** Yes, there is that. I do not have the figures in front of me, but I could get them for you.



Regularly we do find out from the schools what they have been watching, and how successful these programs are. We also get feedback from our utilization people who go to the schools on a regular basis, through the regional councils, and through the correspondence we get.

**Mr. Bounsall:** Let's say you start a new series such as this health series. You get feedback on how many schools are watching that set of programs. Do you get comments immediately? Do they flow in when you start a new series—such as, "This is great," or, "You missed the mark on this"?

**Dr. Parr:** Usually the comments come more promptly when it is the other way around. They come in, but they do not necessarily come in in great quantity. One has to go out and find out.

For instance, with a program which is an accepted teaching resource, such as Read-along, we continue to get comments, not only from teachers but from their students who have been given exercises which involve them in writing to us to talk about the programs. These are responded to. There is that kind of measure.

It is a combination of the natural responses and the inquiries that we have to make.

**Mr. Bounsall:** In this next question I am not asking specifically about the Windsor situation, which we understand. You do some of your own—for lack of a better term—PR work to see that, in an area where not much watching of your programming has taken place, it is increased.

**Dr. Parr:** Most certainly. I am not sure whether I should hang on to the term "PR."

**Mr. Bounsall:** Promotional work or trying to educate people to the work of your programming?

**Dr. Parr:** We have teams go out on a regular basis to indicate to people, either community groups that might meet in libraries, or school teachers, or representatives of the boards, how the programs may most effectively be used. Generally, after those sorts of programs the utility of what we produce increases.

**Mr. Bounsall:** That is all for the moment for me.

**Hon. Miss Stephenson:** There is one point that I would like to have Dr. Parr make. There are two other provincial educational authorities in Canada.

**Dr. Parr:** There is Access in Alberta, Radio-Quebec, and Saskmedia.

4:40 p.m.

**Hon. Miss Stephenson:** I would like you to tell the committee about the programming which is utilized in Alberta and Quebec educational television.

**Dr. Parr:** The Alberta programming for their own schools is to a very substantial extent their own programming. We do coproduce with them the program I mentioned, *The Body Works*. The next 13 will be produced by them. But it is generally on the other side; we provide substantial numbers of programs for their schools, and they pay us, I am happy to say.

The English programming in Quebec, which is carried by the Canadian Broadcasting Corporation, is very largely made up of our own programs which are purchased for that purpose.

**Mr. Sweeney:** What would be an approximate comparison between TVOntario and, say, channel 17 in Buffalo, which is part of what is called public TV?

**Dr. Parr:** I don't know, but I can give you the figures very roughly.

**Mr. Sweeney:** I wasn't thinking so much of dollars and cents as a comparison between the way in which you both handle public TV, and between the nature of the programming.

**Dr. Parr:** In terms of the percentage of population they get roughly the same proportion of viewers. I may be wrong by a little. Their scope is a little broader because they are not an educational channel.

In terms of their programming they of course make appeals to the public, which not only get money but develops, perhaps, a sense of loyalty to the programming. As you know, we do not currently do this.

I am not sure if that is the kind of question you are asking me, Mr. Sweeney.

**Mr. Sweeney:** As you see your mission or purpose, is it comparable with or considerably different from what is known as public TV in the United States?

**Dr. Parr:** Our mandate is constrained by an educational requirement. It is a broad definition of education, but I think that brings with it one substantial difference, which may be the most important one; that is, all our programs are contextualized into an educational meaning. They are backed by print material to greater or lesser extent. The print material may simply be a reading list that people request, or it may be a program of computer-managed instruction, which we are moving into now.

At any rate, there will be follow-up and encouragement for people to increase the learning experience which is begun by watch-

ing television. I do not think that is part of the mandate of the Public Television Service at all. It is not supposed to be. So there is a substantial difference there.

**Mr. Grande:** I just have a couple of questions. One is in terms of some complaints that are beginning. They are not necessarily major complaints, but I would like to find out about them from you.

Some people have been saying to me something about the programming of TVOntario on Sunday being totally in French.

**Dr. Parr:** Yes.

**Mr. Grande:** I suppose they are concerned. As a matter of fact, some of these people express some anger in terms of, "Why is it that it should be all-French on Sunday?"

First of all, I have known for quite a few years about the quota system, the 17 per cent French. But is there any reason why your programming should be all-French on Sunday? If it is at all possible we should perhaps avoid engendering those feelings; we should put them to rest as much as possible.

I am sure there must be a reason for the kind of situation you have.

**Dr. Parr:** The answer is in two parts. But I would preface it by saying whatever we do, there is bound to be an uneasy compromise between the people who do not believe we should be presenting as much French, and the French-speaking people of the province who feel that we are not presenting them with enough French.

With the exception of the instructional programs in French, all of our French programming is on Sundays from 12 noon to sign-off at midnight, which leaves the evenings free during the weekdays and all of Saturdays for English programming.

Prior to that time the French programming was scattered through the evenings on Saturdays and Sundays with two results: The French-speaking people were never quite sure when it was on; the English-speaking people would turn off when the French program appeared and probably wouldn't turn back to our channel.

So, we believe we are serving both communities better by putting it in a single block. Now, if one said, "Why not put it in two blocks?" there would be some merit to that suggestion. But another aspect of our programming is that we attempt to schedule in a way whereby family viewing is encouraged. You will notice that at about four o'clock there are programs for very young children. Then the programs develop for older children, with parents watching with

them through from four o'clock until about eight o'clock or so.

We wanted to do that for the French community too, which means that we really have to take one particular segment rather than two separated segments to do that. So the compromise we struck was to run the programs on Sunday.

So far, the result has been, as you say, some protest from some English-speaking people—a rather small number. Generally speaking, I believe the protests are outweighed by those who recognize that the remaining evening viewing is uninterrupted for them. The number of French-speaking people who watch has increased very considerably, which of course is also important to us.

**Mr. Grande:** I thought I would bring it to your attention. I was sure you would probably have knowledge of this, because they wouldn't get in touch with me without getting in touch with you.

I can understand the reasoning that you have expressed. However, I would like to put in a word of caution and I don't even know how to do it, because it is a very sensitive area. My concern is that we work to avoid problems rather than to create them. I am sure that as you go along and see that that creates problems you will do something about it.

I have another question, which I hope does not go into the Culture and Recreation area, into the open sector programming, because that's not the place to do it. Perhaps you won't be able to do it here, either. It concerns the 32 or 33 per cent of people in this province who are of neither French nor English background. What does TVOntario do or offer that population?

**Dr. Parr:** First it has to be understood that we broadcast only in the two languages, English and French. I think those programs are of interest to people whatever their ethnic background. Having said that, there are a number of programs we do which relate very particularly to aspects of multiculturalism. Some of these are for the schools and some for general audiences.

I mentioned a series of programs we have for the schools that relate to the difficulties of handling ethnic problems as they might arise in the classroom. This series of programs is quite effectively used. That is one example.

In the open sector, if I may just mention it, we are currently in about our sixth program of one of 25, called *People Patterns*. Each week it invites a group of people of different ethnic origin to talk about particular

aspects that relate to them, the particular problems they have, the particular ways of solving them, ways in which they believe they are seen and so on.

If you wish, Mr. Grande, I will send you a list of those programs we do have which relate specifically, however subtly, to the multicultural character of the province.

4:50 p.m.

**Mr. Cooke:** I would appreciate it, Dr. Parr, and I would appreciate it also in terms of any planning that you may be doing for future years. I understand that there is some kind of arrangement available for projecting in English with subtitles in other languages. I think you already have the technology to do that. How far along are you in terms of making that a reality?

**Dr. Parr:** I would have to say I don't think we are moving in that direction.

**Mr. Grande:** Perhaps you would like to communicate with me at a different time in terms of other kinds of plans that you have.

I notice that the Ministry of Education has moved into the heritage languages, which it considers a very important program for the education of children. My three-year old son loves to watch some of the programs on TVOntario. Sesame Street, for example, has some Spanish in it. I am wondering whether other languages could be included as well, sometimes.

**Dr. Parr:** Since you have mentioned Sesame Street, which of course is not ours, I am happy to say that more people watch Polka Dot Door, which is.

**Mr. Grande:** But one comes after the other.

**Dr. Parr:** Yes. I understand your point. I will certainly let you know of the programs we are doing which touch on the subjects you have brought up. I should add that we are engaged in discussions with Mr. Shymko of the multiculturalism and citizenship council.

**Mr. Cooke:** I noticed that this year the throne speech was rebroadcast on TVOntario in the evening. I assume it was live in the afternoon. I wonder if, from an educational point of view, it would not be advantageous in the future to consider also broadcasting the response of the two opposition leaders, as well as the Premier's final wrap-up, to give students who are involved in political science at the university level or in our secondary schools the opportunity to see that live broadcast also. Has that been considered? May that be done in the future?

**Dr. Parr:** The throne speech was put on cable by Rogers Cable TV Limited. It was offered to us and we were very happy to

take it off their production. We simply had what they did.

The bigger question of what we should be doing with respect to the House and the proceedings that surround it is one that we are currently reviewing.

**Mr. Sweeney:** Mr. Chairman, I notice the minister is coming in now. I have also noticed that Dr. Pitt has been here, I think, for three days. I would be quite prepared to deal with the Ontario Institute for Studies in Education and provide the same courtesy to Dr. Pitt, if no one has any objection.

**Mr. Chairman:** I think that would be an excellent idea. Dr. Pitt has been very patient back there. I am sure the committee would agree to that.

**Mr. Sweeney:** Actually, most of my questions are to the minister.

**Hon. Miss Stephenson:** Ask those that you can of Dr. Pitt first. As you have said, he has been extremely patient.

**Mr. Sweeney:** For the benefit of the entire committee, Dr. Pitt, can you bring us up to date with the current negotiations with respect to affiliation with the University of Toronto and what you sense is likely to happen now? While you are considering that, I want to ask the minister to what extent the ministry may get involved in this entire process and what is the sense of appropriateness here? So, the two of you can deal with the question.

**Dr. Pitt:** Mr. Chairman, excuse me; I have a cold. After Dr. Bounsall's remarks earlier, I didn't know what to wear to day. I had to choose between my conservative blazer and my hair shirt.

First of all, in talking about this internally within the institute, which I think is of interest to Mr. Sweeney, we would like more than anything else to develop a good, new affiliation agreement with the University of Toronto. The one we have now has been operative for something like 15 years. It is now appropriate to make some changes in that affiliation agreement. The internal community at the Ontario Institute for Studies in Education would like, more than anything else, to have a good affiliation agreement.

If we were to define "good," it would be simply in terms of the mandate given to us by the statute of this province, which is, as many of you will recall: one, to do research studies in education; two, to disseminate the results of those studies and to assist in the implementation and utilization of them, which leads of course to our whole field operation; three, to establish and put on courses and



programs leading to graduate degrees in education.

A good affiliation agreement would be one in which the institute's ability to carry out that mandate, to support and enhance the implementation of that mandate, would be very important to us. Any affiliation agreement which seriously eroded our ability to do that in any way would not be a good affiliation agreement.

This is the nature of our stance internally. As a matter of fact, five minutes before I came—in fact, I was late although there was no one here to remark that—I was talking to President Ham. He and I are trying at present to develop a joint statement which will indicate we would like to enter into negotiations right away to establish a new affiliation. That statement, once it has been initialled by both of us and formally ratified by our board of governors, he will then present for similar ratification by his governing council.

**Mr. Sweeney:** To what extent does the nature of affiliation influence your relationship with the Ministry of Education as opposed to the Ministry of Colleges and Universities, if any? Does it make any difference? It is obvious how you feel in the post-secondary level. That is fairly easy to identify. What it is more difficult to identify is the way in which it would make any difference as far as your dealings with the Ministry of Education; in other words, elementary and secondary schools.

**Dr. Pitt:** In some ways the two are interrelated; they are interlocked. For example, if you were to share with me my prime concern about research in education—which is not the doing of research, nor am I worried about the quality of research at OISE; I know it is good, with some exceptions I'm not aware of, because of the quality of our people. My concern is not with the quality of research, but with the utilization of research. To what extent does research actually lead to changes in what goes on in the schools; in the way teachers teach, administrators administer, specialists give advice, or whatever?

5 p.m.

In those terms, if you were to ask, "How do you implement whatever comes out of OISE and whatever you are able to bring to people who are in other jurisdictions through your communication-information services?" then one has to see that our graduate studies program in which we are training leaders for education in this province and in other places becomes a very important part of that implementation process, in my view the most

important single factor in the process of implementation and utilization.

Now you are talking about the Colleges and Universities sector. As we have concern for implementation and utilization and research findings of the elementary and secondary schools, then this has something to do with the kinds of programs and admission policies, for example, that we are interested in in the area under the purview of Colleges and Universities. Admissions would be a particular example.

Perhaps I am confusing you here, Mr. Chairman, and I'm sorry if I am.

**Mr. Sweeney:** Let me redirect and ask the minister to put on her hat as Minister of Education for a moment. It is my understanding that the minister is leaving it to the two jurisdictions, the University of Toronto on the one hand and OISE on the other, to resolve this issue between them. However, I have to get some sense that as minister you have more than a passing interest in how it's going to be resolved.

To what extent would you like to see it resolved and to what extent can you participate in the resolution, or are you simply prepared to stand back and accept whatever comes out of it?

I'm thinking of my latter question to Dr. Pitt, the way in which OISE as an institution impinges upon your Ministry of Education, as opposed to the other ministry.

**Hon. Miss Stephenson:** The role of the Ministry of Colleges and Universities vis-à-vis OISE is precisely as it is in relation to any other post-secondary educational institution in the university field. Our relationship is to provide support for the educational program which develops the kind of leaders within education that Dr. Pitt has been talking about.

Within the Ministry of Education, our relationship with OISE is much more as a consumer as well as a purchaser of educational research and the expertise which is developed in the programs within OISE.

Therefore, I have a deep concern about the resolution of the problem which is present at this time. The relationship between OISE and whatever other institution—I hope, with the views Dr. Pitt has given us today, it will be the University of Toronto—is supportive of the activities within OISE and the attractiveness of that institution for those who consider education to be a major career activity in their lives.

For the purposes of the Ministry of Education, that is important because we want to continue to develop people who will provide

leadership in education. But also we must be sure that institution will continue to be viable so that it can provide the kind of assistance the Ministry of Education needs in examining objectives of education; appropriate curriculum development; new directions; implementation patterns; answering the questions raised in our minds concerning what we should be doing in certain areas of education through the research carried out there.

These are two well-established institutions, one somewhat younger than the other and one somewhat smaller than the other, but I have attempted deliberately to remain a dispassionate but interested bystander in the whole area of negotiation because I think that's the appropriate role at this time.

At this stage, I don't know whether that will change in the future. Yet I am aware that on each side, there is a commitment to finding or developing the appropriate kind of relationship and to working together to proceed to that goal.

**Mr. Sweeney:** Is it appropriate, Madam Minister, for you to indicate to both the University of Toronto and to OISE that as a consumer, to use your terminology, you would hope the form at the end would be of a certain nature, or is that leeway not allowable to you?

**Hon. Miss Stephenson:** No, I don't think that is so. The relationship established by means of this agreement is of specific importance to both institutions, with reference to what they perceive to be their roles and objectives, but I believe both are aware of the requirements of the Ministry of Education in the function of OISE, and in the whole area of teacher education.

With that knowledge, the kind of relationship established in the agreement, undoubtedly, will be supportive of the requirements of education. I'm not just saying education in Ontario, because really it is education throughout Canada and much of the United States as well.

**Mr. Sweeney:** Has there ever been any serious consideration given to making OISE a complete faculty of education?

**Hon. Miss Stephenson:** That has been looked at several times and it was examined in the not-too-distant past again. No finality can be declared, but it has been perceived that would be the appropriate route to follow should there be a relationship such as that which has existed, although not precisely the same because it didn't meet the needs of either party completely.

**Mr. Sweeney:** If I may redirect, Mr. Chairman, has that been a serious consideration in the current negotiations?

**Dr. Pitt:** You mean OISE cutting off completely and becoming—

**Mr. Sweeney:** That OISE would be a complete faculty of education within the University of Toronto or separately, one of the two, but having in its jurisdiction the total educational mandate as opposed to—my understanding now is the University of Toronto has the undergraduate mandate and OISE has the graduate mandate.

**Dr. Pitt:** One of the concerns of the university and of us as well is that there should be much better articulation between the undergraduate and the graduate programs in education at the university. Establishing a faculty of education is one possibility that could be considered, and has been advanced by the University of Toronto committee, headed by Professor David Mettrick of the zoology department, which examined the whole question. It came up, I think, with five different alternatives and one possibility was a faculty of education embracing the two, with different degrees of integration.

**Mr. Sweeney:** A second question: What has been the general change in student composition at OISE, over the last three years? Have there been more of one kind than another? What they are there for? What kinds of specialist degrees they are getting? Where they are coming from? Or is it relatively stable?

I don't need specific figures, Dr. Pitt, just your sense of what has been happening at OISE for the last three year. In other words, it is much the same kind of institution it has always been or there is a noticeable change in certain directions?

**Dr. Pitt:** Mr. Chairman, this is a complex thing to react to, but let me take Mr. Sweeney's invitation to give my impression. Later I would be happy to get back to him more specifically.

5:10 p.m.

I would like to take a span of somewhat more than three years because I don't know where that would stop. My impression is that some changes are taking place. There has been a very definite increase in the number of women students for one thing. I would say they form almost half of the student body.

Also, there is an increase, and we are becoming increasingly aware of it, in certain areas. Adult education is one; higher education is another. But that's a very small department, so that the increases aren't all that



great in absolute terms. But they are really quite dramatic in relative terms.

**Mr. Sweeney:** What do you mean by "higher education"?

**Dr. Pitt:** We have a higher-education group which deals with studies and research in the teaching of jobs and so on for people at the college end of the university level—post-secondary education in other words—which is somewhat different from adult education, although obviously they are related. There are definitely movements in those areas.

There is also probably an increase, although it may not be all that great, of people coming out of the field for full-time study. We used to have a higher proportion of our full-time students come directly from university with a BA or BSc, perhaps an MA degree, without any intervening period of experience. There is now a somewhat larger proportion of our full-time students who have had that intervening experience of working out in the field in some capacity or other.

Those are my general impressions, if that is of any help.

**Mr. Sweeney:** There used to be a significant number of your students coming through mainly to prepare themselves for administrative positions. I don't know the number in percentage terms. I sense there are fewer openings in that area. Is that trend still there, or has there been a noticeable change?

**Dr. Pitt:** Yes. There are fewer students in educational administration. There will be an increasing number of students in special education.

**Mr. Grande:** It is increasing in special education?

**Dr. Pitt:** Yes.

**Mr. Sweeney:** To what extent can the Ontario Institute for Studies in Education meet the needs that are going to be generated in the area of special education by some new legislation dealing with the responsibility of boards for special education—

**Hon. Miss Stephenson:** It is called responsibility legislation.

**Mr. Sweeney:** Thank you. I'm sure OISE is aware of this pending legislation. To what extent is this special education branch preparing itself to be one of the institutions in this province helping to meet the needs?

**Dr. Pitt:** We are, of course, aware of this emphasis. I think we are working with teachers in special education more effectively now than we were four or five years ago. That's really a matter of personality and posture rather than of any increase in staff or anything of that order.

Certainly in our research and development we are very definitely moving into that area. We have a number of studies going on which reflect the particular emphasis of the ministry at this time in early identification. For example, in a few days' time, on May 1, we will be beginning a study of early identification in franco-Ontarian schools for youngsters with learning disabilities and deficiencies.

We are doing work which is actually funded by American money, which we don't turn down when it serves Ontarian purposes as well. We are looking into the question of second-language acquisition by young refugee children. We are also doing some studies in first-language acquisition of immigrant children in general. Professor Cummins and our modern language centre are putting considerable emphasis on this.

We are doing some significant studies, largely funded by the Ministry of Education, for young deaf children and young hearing-impaired children by identifying specific learning deficits. We are doing some careful studies, which we think will also be significant, in terms of differences between youngsters who communicate through lip reading and those who communicate through sign language. As you know, this has always been a matter of considerable controversy here and in all other jurisdictions.

We are also moving into an area at the adolescent level. This is a recent development, over the last couple of years, and we hope to give it a real push this fall. We are studying those who have been relegated to the side as slow learners with lack of potential, and are finding that many of these do have potential, that they do have particular strengths. We are developing more fully the programs devised in Israel by Fuerstein, who visited the institute about two or three weeks ago, so we can apply them in the Ontario situation.

I think it is fair to say that special education, and applied psychology as well, is moving in the direction of youngster who are exceptional in one sense or another.

**Mr. Sweeney:** Let me put the question slightly differently. It is my understanding that one of the major concerns of school boards and of teacher federations with respect to the new special-education legislation is that a significant number of the teachers who are going to have to participate in it do not sense that they are adequately prepared to do it.

It is well to know that you are doing the kind of research that you are doing, but what I am more interested in is the extent to which OISE would prepare itself to meet that kind



of teacher-training need which is going to be much more extensive over the next four or five years than it has been previously—almost a crash approach, I would say. It strikes me OISE is one of the institutions in Ontario society that can move very quickly to meet that kind of need. I don't know who else can.

**Dr. Pitt:** As an aside, the faculty of education at York University has developed a particular interest in special education and can, I am sure, be helpful to the minister in her purposes in this respect. But, having said that, we do have at OISE, and have had for several years now, a full department of special education. That can be expanded and developed as needed. We are offering MA, PhD and EdD degrees in this area. We are already organized to do this and can respond as the need expresses itself. That's one—and it's the largest—part.

In addition, we are prepared and can easily arrange, either with our own people or acting as brokers, to bring the resources to any board of education in conferences, in short-term courses, in three-day courses, six-week courses and so on, tailored to the needs of a particular group of teachers in a particular board of education's jurisdiction. Does that respond to your question?

**Mr. Sweeney:** Partially, yes.

**Mr. Bounsall:** Could I ask a supplementary on that area of teacher training? I gather that your MA programs can be all-course programs without a component of research in them. Is that correct?

5:20 p.m.

**Dr. Pitt:** That is true of the MED, but not of the MA. The MA requires a thesis.

**Mr. Bounsall:** All right. But you do have an MED program that is fully a course program.

**Dr. Pitt:** Yes.

**Mr. Bounsall:** And I assume you have an MED program in which the entire specialization can be special education. Is that correct?

**Dr. Pitt:** Yes.

**Mr. Bounsall:** I assume there is an MA program in which the thrust can be special ed.

**Dr. Pitt:** Yes.

**Mr. Bounsall:** What proportion of your students interested in special ed—you don't have to give me exact figures—are in a course program in special ed as compared to a true research master's degree program in special ed?

**Dr. Pitt:** Of our full-time students, they would be just about half and half. But of our

part-time students the overwhelming majority would be in the MED program. They probably minister, to a greater extent, to the need that Mr. Sweeney has in mind because they are people who are already in the system and coming for part-time work. Let me hasten to add that does not mean they do not do any research. One of the main purposes of the teaching is to bring them in touch with research that other people have done.

As a second point, I would say in most cases the instructor would require them to do a piece of term work—which might be a library essay—finding out what other people have done. But it is just as likely to be a piece of action research in their own area, evolving from class discussion and work from the library, as to what other people have done—"What kind of curriculum can I provide for, say, the deaf children, or the gifted children, in my particular area?" This is a kind of action research.

**Mr. Bounsall:** Do you, in point of fact, feel a heavy mandate from the ministry to meet this need in special-education training? Conversely, I ask of the ministry if it perceives OISE as being the most appropriate place to pick up the burden of the extra training we will need to give to teachers in the special-education field. Let me say I would think not.

You are a research-oriented institution and should remain so. I know you have your MED program, but I don't think the Minister of Education would have thought OISE to be the institution which should be involved in the catch-up, extra-course training that is going to have to be given to teachers so they can meet that responsibility.

I see OISE in terms of pushing back the frontiers and original research. You have an MED program for those who want to do primarily course work and get themselves up to date in the general knowledge in the field. I would like to have your answer and the minister's answer as to where OISE fits into this.

I would see the other retraining work best being done by other faculties of education in the province rather than OISE, which surely, as its main mandate at least, is not, per se, in the teaching area but in the research area. There obviously is a mix. The teaching of your courses to graduate students obviously is teaching, but teaching from the aspect of original research.

**Dr. Pitt:** I have a much clearer notion as to your question now, Dr. Bounsall. For the more practical aspects of special education I should think that the faculties of education

would be more properly involved than ourselves.

At the same time I would not like to accept the notion that we are almost wholly on the research side. We have about 180 part-time students wholly in special education. There are others in applied psychology who are related to special education. So we might have 200 to 250, something of that order.

Those people are teachers and specialists. In our graduate studies program, not in our research program, we are bringing them in touch with ideas and concepts they can use in the kinds of purposes the minister has in mind for special education.

Don't think of that as being away up here, not related to actual classroom practice, because the vast majority of those part-time students are either practising teachers with special-education classes or specialists and consultants in this area, helping a group of maybe 15 other special-education teachers or whatever.

Mr. Bounsall: Maybe I should direct this to the ministry, then. Do you see OISE with the programs it has, being the main vehicle or a main cog in the works in the retraining of special-ed teachers to meet the—

Hon. Miss Stephenson: I wish you would not call it retraining.

Mr. Sweeney: Upgrading.

Hon. Miss Stephenson: Thank you.

Mr. Bounsall: —ongoing training of special-ed teachers to meet the new responsibility which will be required of them, the boards having taken on their increased responsibilities? Where does OISE fit, in your mind?

Hon. Miss Stephenson: It is part of the educational system at the graduate level which teachers in this province require in order to ensure that their knowledge and skills in the area of special education are upgraded. I believe it plays a relatively small part in the actual numbers in a purely educational program. It plays a significant part in the research-education combination which is absolutely essential for those who are going to become consultants in special education, for example, of which we need a significant number.

Mr. Bounsall: I can see that.

Hon. Miss Stephenson: But OISE has not been the vehicle used by most of the teachers who have upgraded their skills in special education. The faculties' courses provided through the ministry and the boards have been major. As a matter of fact, from 1975

until the end of 1979 16,000 teachers in the province had acquired specific skill in special education at the elementary, intermediate or specialist level.

Dr. Pitt: We would be a very small part of that.

Mr. Bounsall: That's right. Do you see, or would you expect, or would you require—

Hon. Miss Stephenson: I should say certain members of the faculty of OISE have participated vigorously in many of the courses provided, which the teachers have utilized through other mechanisms than OISE specifically. They have been particularly valuable teachers because of their research background.

Mr. Bounsall: Oh, yes. I can quite see that aspect of it. But you would not see, require, or expect OISE to be involved directly or expand into the training of—

Hon. Miss Stephenson: In the massive expansion of upgrading, no. That is not an OISE role. OISE obviously perceives this as well. But there are some individual teachers who believe the kind of upgrading they need, or the kind of special skills they need can be best provided by OISE. I would, therefore, never attempt to cut off that kind of role for OISE.

Mr. Bounsall: No. That was not my question. I was just clarifying in my own mind the role and the expectation of where OISE would fit in the upgrading and expansion of the special-ed situation we are facing.

Dr. Pitt: I think it is most appropriate—as the minister was pointing out—that the teacher may choose which one he or she wishes to go for.

5:30 p.m.

There is more of a theoretic element in ours and, of course, the program with the ministry is a shorter program than a full MEd degree. There is nothing sacrosanct about an MEd degree. There are lots of purposes served by questions of study that are shorter than that.

Mr. Sweeney: Mr. Chairman, I wanted to move on to the study. If Mr. Grande wants to continue on the special education one, I think it would be appropriate for him to do it.

Mr. Grande: It's not really on special education, but probably part of it.

Dr. Pitt, you mentioned two areas: First-language acquisition for immigrants and second language for refugees. I don't understand the situation. Perhaps you could clarify it for me.

**Dr. Pitt:** I think refugees are a particular group within the immigrant group. There are American authorities who are interested in this, so they are paying us; we have a contract to make a study of these children here, which serves our own purposes as well because we wouldn't have an opportunity to study them particularly.

**Mr. Grande:** What I am referring to is that you were talking about first-language acquisition and second language which, conceptually, are two different things.

**Dr. Pitt:** Yes.

**Mr. Grande:** What do you mean by first-language acquisition for immigrants?

**Dr. Pitt:** In that aspect, we are measuring the achievement in their own language of immigrant children, whereas in the other, we are talking about the refugee children acquiring English.

**Mr. Grande:** And there is some research in this area?

**Dr. Pitt:** We are beginning to do some work in this area, yes. In second-language acquisition, in the acquisition of English, our modern-language centre is probably as knowledgeable a group as anywhere in the country.

**Mr. Sweeney:** Mr. Chairman, I would like to continue next time around in asking the minister some questions on this, but while Dr. Pitt is here I have two short questions for him.

First of all, what prompted this public attitudes study by OISE? How did it get started? Who asked whom or who decided it needed to be done, or what?

**Dr. Pitt:** I'm not quite sure. I think there were some studies being done within the institute by a professor who was interested in the attitudes of citizens towards education, but I picked it up and felt it was very important and supported it from the beginning.

My purposes were these: First, I think it is easy for people to have anything but an objective and scientific view of what people's views are, and I thought it would be useful to have a relatively objective and relatively scientific picture of what the views of the citizenry were, in general, towards various educational issues.

One of the reasons I thought this important was because I think very often we act from an insufficient base of information. We go from the people we speak to who feel very strongly about something and it is very difficult to tell whether that is representative

of a large group or not, whether it is a view that is generally held. That was one point.

The second point is that it is very important to try to develop trends, to see if there are any trends, over a period of time, in the general citizenry's views of some particular aspect of education.

The survey of educational issues we developed, and which is just the second one so far, leaves a fair bit to be desired, but I think we're moving in the right direction. I would like to think with two or three more of these, in two or three years' time, you would have a quite reliable instrument for indicating the ways in which Ontario citizens think about various issues in education. That would be very useful.

Thirdly, I would like to think ultimately this information could be used as spade work for policy changes in education. We want to lay it out there so whoever wants to use it may do so.

**Mr. Sweeney:** As a research institute and given the credibility and the respectability of OISE as a research institute, how confident are you with respect to the accuracy of the responses you get in here on two levels? How confident are you on the accuracy with respect to the perceptions of people about education and how confident are you as to how accurate the reality is with respect to these responses? I am sure, as a researcher, you clearly understand the difference.

**Dr. Pitt:** That brings me to a fourth point.

**Mr. Sweeney:** How credible is it, in other words?

**Dr. Pitt:** That reminds me of a fourth point I wanted to make as to why I supported this. I have tried, since I came to the institute five years ago, to develop each year a statement of director's priorities for the institute which when formally accepted becomes the institute's priorities for the next year.

I consult very widely within my own group to develop that statement. Over the last three years, I have consulted also with the school trustees, with the Ontario Teachers Federation, with the Ontario Association of Education Administrative Officials. I have never felt I had any input from parents and others in the province and that is one of the reasons I supported this.

Now to come back to your question: It is very difficult to tell what the agreement is between the perceptions of people and the reality. All I can say is you have to take people's perceptions into account, whether they're reality or not.



If, for example, this group believes the research work—I don't think it does, it obviously doesn't—but suppose this group perceived that the research work of OISE was unimportant or of poor quality, even though that didn't agree with the reality at all, it is something I would have to take into account.

I'm simply making the point that perception, whether it agrees with reality or not, is tremendously important and we still have to take it into account.

**Mr. Sweeney:** I think my question reflected we were dealing with two different things, perception on the one hand and reality on the other. The thrust of my question is how confident are you, or how confident is the institute, that this is a good reflection of either of those or of both of those?

**Dr. Pitt:** I think it is a very good reflection of the perceptions of people. There is no way I can tell you about the agreement between those perceptions and reality.

**Mr. Sweeney:** Of all the people who could have taken a study like this, say your institute compared with private public-opinion polling firms, surely you're in a better position to make a judgement call on the basis of what we as an institute know about education in Ontario, "This is a pretty good reflection," or, "My God, those figures are way off."

I tend to think you could answer that. I don't know whether Gallup or one of those other people could answer it, because I'm not sure how well they understand education in the province, but I think you could. By "you" I don't mean just you individually. Surely your institute could with the vast array of educational expertise it has available. I am not trying to flatter you.

5:40 p.m.

**Dr. Pitt:** You have to realize that we were only able to allocate to this the time of two professors and a research assistant, not all the resources of the institute. That is one point I would make.

In terms of the sample and so on, I think it is a very good study. The phrasing of some of the questions leaves something to be desired, but I think this is a very good study of what people think about education, I really do. But I would still make the point that people thinking something about education doesn't necessarily make it true. That is the first point I was trying to make.

**Mr. Sweeney:** In terms of your knowledge and understanding of education in this province, I gather you are not prepared to say—I don't want to put words in your mouth—how credible you think this is in reality.

**Dr. Pitt:** No. I simply can't. There is no way I could do that. I think it is a good study of—to use the technical terms—people's expressed views about education. I think it is a good study from that point of view. But to say there is complete congruency between, saying, for example, "One of the worst things about the school is such-and-such" and it being a fact that that is so, is another matter altogether.

**Mr. Sweeney:** So, when OISE puts its name on a document like this we have no clear way of knowing if that is what OISE believes is actually the situation.

**Dr. Pitt:** Oh, no. This is not OISE's—

**Hon. Miss Stephenson:** It is what the researcher believes is the public perception.

**Mr. Sweeney:** I understand that.

**Mr. Grande:** I don't know what you are getting at. You are obviously getting somewhere, but I don't understand—

**Mr. Bounsall:** My question is from another angle. I don't know why John is asking it but on the design of the questionnaire, the number of people sampled and the correlations of the questionnaire there is a statistical confidence about those findings.

**Hon. Miss Stephenson:** About the perception, again.

**Mr. Bounsall:** The lowest I have seen stated in the report is a 95 per cent confidence level. In other words, your sample is big enough that at the very minimum you have a 95 per cent confidence level.

This is a statistical, arithmetically measurable and stateable quantity, and it is referred to at various times in the study.

If I were you, in answering I would tend to couch my reply in a statistician's terms, because you do have those confidence limits throughout, on all the questions surveyed. As far as I can determine, they are fairly good, measurable confidence levels.

**Dr. Pitt:** We have a high degree of confidence that those percentages of the responses are representative of the entire province. That is what those figures refer to.

**Hon. Miss Stephenson:** The difficulty is if one were to attempt to compare the 1979 study with the 1978 study. I wonder whether that comparison would be realistic since the methodology of the 1978 study differed, I believe, quite significantly from the 1979 study.

**Mr. Bounsall:** The methodology did change?

**Dr. Pitt:** Yes. I think there is something to that. I am not sufficiently familiar with the details of this to say to what extent that is true.

Hon. Miss Stephenson: The 1978 study was purely a mailed questionnaire—

Dr. Pitt: Yes.

Hon. Miss Stephenson —a random sample. To my knowledge we do not have any breakdown at all of the segments of the population addressed through that mailed questionnaire in 1978.

Dr. Pitt: I think we do have a breakdown, Madam Minister. But there is a difference between a mailed survey and a telephone-interview survey, which this was.

Mr. Sweeney: Dr. Pitt, could I just ask one last question? Perhaps by my putting it this way you will see what I am getting at. When the Interface study came out, one of the responses of the former Minister of Education (Mr. Wells) was: "Yes, that's what people say. But they really don't know what they are talking about. That's not the way it really is. So we will dismiss it"—all those parts he didn't like.

Can that be said about this? How would you respond if someone were to say that to you? I am not suggesting that this minister is going to do that, please do not read that into it.

Dr. Pitt: Please put your question to me again, Mr. Sweeney, if you would.

Mr. Sweeney: If someone were to say to you: "It is all very well and good that you have these nice figures and these nice responses. But the people who told you that really don't know what is going on in education in this province. Therefore, there is no reason we should put any confidence or credibility in this study. We know"—whoever the "we" is; whoever put the question to you—"that's not the way things really are in education in this province."

Dr. Pitt: We are back where we started. This is a good and a proper statement about people's views of education. Whether their view of education agrees with the reality in the schools or not is something that this does not determine. There are other ways, perhaps, of determining that, but there is no question that when this study says the most important thing the high school ought to be dealing with is this, this and this, that is what people think the high school should be dealing with. But that is not to say anything about whether the high school in fact is dealing with those things effectively or not.

Here is one of the questions. "Tell me how strongly you agree or disagree with the following statements: That students from families of all occupational backgrounds, such as managerial, professional, clerical,

blue-collar levels, have an equal chance of getting a higher education in Ontario today."

It is quite clear with 74 per cent of the group saying "strongly agree" or "agree" that the vast majority of Ontario citizens think that the young people do have an equal chance of getting a higher education in Ontario today. Whether in fact they have an equal chance is not demonstrated by this questionnaire at all. That is the distinction I am making.

Mr. Sweeney: What is the degree of congruence between the perceptions in this study and the perceptions of OISE as an institute, or of the bulk of the staff of OISE? Has that been determined?

Dr. Pitt: There is no way you can get OISE together to make a statement, dare I say, about anything.

Mr. Sweeney: If the typical faculty member at OISE were to read that, would you expect that his or her response would be, "That's just about the way I think it is," or, "That's garbage"?

Dr. Pitt: I think they would agree with a lot of those things. For example, if you take that last one I mentioned, I can only speak for myself. I would feel that, by and large, all levels do have an equal chance of getting a higher education in Ontario today. I can only respond for myself. If you ask me about any of those, I could respond as an individual. That is the only way in which any professor at OISE could respond.

Mr. Grande: John, do you want a critique of this study?

Mr. Sweeney: No. I am just trying to discover the degree of credibility that OISE itself places on the findings.

Mr. Grande: They wouldn't publish it if they didn't believe they were true.

Hon. Miss Stephenson: On the findings, as public views of education.

I am sure the institute would never publish a document of that sort if they did not believe there was a major degree of credibility regarding the findings about public views.

5:50 p.m.

If I may say, in response to one of the things that John raised, my predecessor probably took the view he did because the Interface study was deliberately structured to check agreement between perceptions and reality. There were three phases in it, as you know. The analysis of the course content and the performance data really didn't match up, but the perception—

**Dr. Pitt:** Mr. Chairman, that is precisely the point I was trying to make. We accept this as a very good study of what people's views are, but whether their views agree with reality—that's the second part—has to be examined by other means.

When people's expressed views were that the quality of achievement in mathematics and English was going down seriously and deteriorating, there is no question that was their perception. But the Interface studies showed, along with some other studies, we have, that wasn't true. So I have every confidence in this as a study of people's perceptions or expressed views, but the agreement of those expressed views with reality must be examined by other means.

**Mr. Chairman:** The time is moving on and I hate to request Dr. Pitt to come back again. Could we complete this section?

**Mr. Grande:** Mr. Chairman, I have a question for the minister: would it be possible to get a list of all the research you have decided you want done in the last year for your own particular purposes—

**Hon. Miss Stephenson:** Yes.

**Mr. Grande:** —either from OISE or from—

**Hon. Miss Stephenson:** We had that for you in the last estimates and we will do it again; no problem.

**Mr. Chairman:** Dr. Bounsall to Dr. Pitt.

**Mr. Bounsall:** Just a couple of quick questions so Dr. Pitt doesn't have to return. This fitting of OISE into the University of Toronto and the conversations around that is not the review of OISE which is taking place?

**Dr. Pitt:** No.

**Mr. Bounsall:** How is that review coming? Where are we in that review?

**Dr. Pitt:** I have no idea. The ministry is carrying that out. I have no notion.

**Mr. Bounsall:** To the minister: Where are we along the road in the review studies of OISE?

**Hon. Miss Stephenson:** It has been going on, I'm informed that within one month we will have the final—

**Mr. Grande:** Everything is coming in June; that's beautiful.

**Mr. Bounsall:** We certainly scheduled the estimates of Education at the wrong time of year this year.

I think if we get the list of what projects are at OISE and what projects the ministry has placed by contract elsewhere, that would answer a series of other questions I had, by and large.

**Hon. Miss Stephenson:** I would remind you the research OISE does is also by contract.

**Mr. Bounsall:** That's right. For what purposes then do they get the block grant?

**Hon. Miss Stephenson:** In order to give them some freedom of research activity in other areas which is self-stimulated, self-motivated. Of course, it also supports the field activity which goes on.

**Mr. Bounsall:** The field activity too, right.

**Dr. Pitt:** And it's fair to say, under the new arrangements, it supports the purposes of the Ministry of Education, but in broad terms.

**Mr. Chairman:** Thank you very much, Dr. Pitt. We appreciate your coming.

I gather the committee doesn't want to carry the first item.

**Mr. Sweeney:** No.

**Mr. Bounsall:** We're through with OISE. Are we bringing Dr. Pitt back?

**Hon. Miss Stephenson:** John wants to proceed with some of the figures developed. I will bring you another one to compare it with.

**Mr. Chairman:** Dr. Pitt, you won't have to return unless you desire to do so.

**Hon. Miss Stephenson:** I think the members of the committee should be aware that Dr. Pitt is retiring as the director of OISE in June. I know all the members will agree he has done a superb job in that role and has been particularly supportive of the educational system in Ontario.

The committee adjourned at 5:55 p.m.



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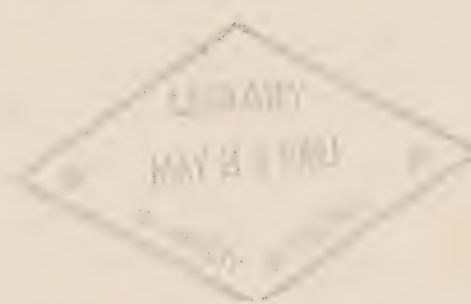
No. S-8

# Legislature of Ontario Debates

## Official Report (Hansard)

### **Standing Committee on Social Development**

Estimates, Ministry of Education



**Fourth Session, 31st Parliament**

Monday, April 28, 1980

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC



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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

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MONDAY, APRIL 28, 1980

The committee met at 3:31 p.m. in committee room No. 1.

### ESTIMATES, MINISTRY OF EDUCATION (continued)

**Mr. Chairman:** I call the committee to order. The minister has some information requested by one or more of the members of the committee. Perhaps we can deal with that now.

**Hon. Miss Stephenson:** Thank you, Mr. Chairman. Today I would like to provide the committee members with a current picture of the Canadian scene regarding the funding of private schools. Four provinces in Canada currently provide some provincial grants to private schools and I would like to list them for you.

In Quebec, to qualify for grants private schools must hold a permit from the Department of Education. Four classes of private schools are funded. The first is special schools for the handicapped, which are funded at 100 per cent. The second is schools recognized as being in the public interest, which are funded at 80 per cent. The third is schools recognized for grant purposes, which are funded at 60 per cent. There is another classification of schools which are operated under permit but are not funded at all.

**Mr. Sweeney:** What was that third one?

**Hon. Miss Stephenson:** The third one or the fourth one?

**Mr. Sweeney:** The first was handicapped and the second was public interest. What was the third one?

**Hon. Miss Stephenson:** Recognized for grant purposes. I don't have any examples of those at the present time.

**Mr. Sweeney:** Seventy per cent?

**Hon. Miss Stephenson:** Sixty. Then there are other schools which are operated under permit from the Department of Education but are not funded at all.

In Alberta, to qualify for financial assistance private schools, grades one to 12, must have been in existence for three years and they are granted 55 per cent of the per-pupil grant and no capital.

In Saskatchewan, there is no grant to private elementary schools. Private high schools receive operating grants and some capital grants, 53 per cent of the per-pupil grant and 10 per cent capital. To be eligible for grants the private high school must meet departmental standards, must have been in successful operation for at least five years, must have a minimum of 60 students in grades nine to 12 and grants are paid only to those students in those schools who are residents of Saskatchewan.

In British Columbia, the Independent Schools Support Act provides a support grant based on the number of qualifying pupils, the classification of the schools and as a percentage to the average operating cost per public school pupil.

For a lower level of grant, schools must have operated successfully for at least five years; no programs shall promote racial or ethnic superiority, religious intolerance, or persecution, or social change; and the grant for those schools is \$150 per student per year.

For a higher level of grant, additional conditions include the meeting of provincial standards regarding instruction, having a pupil-testing program and an external evaluation program and the hiring of only certified teachers, and the grant there is \$500 per student per year.

**Mr. McClellan:** That's Alberta?

**Hon. Miss Stephenson:** That's British Columbia.

Nova Scotia provides some textbooks to private schools in the same manner as to public schools.

Newfoundland provides financial assistance to a private school where that private school is the only one within the community.

In Manitoba, where a public-school student attends a private school with the ap-

proval of the school division, a compensatory grant is transmitted to the private school.

**Mr. Sweeney:** Would that be like the purchase of services?

**Hon. Miss Stephenson:** Yes, I would suggest that is the purchase of services.

With regard to the question of how well the funding of private schools in British Columbia is going, I can only say we have little firm information at this time. The staff is making further inquiries and we may have something in the not too distant future.

We have copies for the members of the committee of all the research studies being carried out within the Ontario Institute for Studies in Education contracted for by the Ministry of Education. That four-page document is available, if you would like to have it.

**Mr. Sweeney:** I believe part of the question was what investigations, or what considerations even, was Ontario looking at at the present time in the light of what was happening in those other provinces.

**Hon. Miss Stephenson:** We're exploring the current status—the success rate, if that's what it can be called—of that method of funding. As you will understand, the difference is quite significant in the basis from which the activity has begun to occur in other provinces. We are looking at the information which has developed about the rationale for doing it, related to certain kinds of private schools and the success rate or otherwise. That will certainly be considered.

On vote 3101, ministry administration program; item 1, main office:

**Mr. Chairman:** We were dealing with the various grants. We have dealt with the Ontario Educational Communications Authority and with OISE.

**Mr. Sweeney:** Excuse me, Mr. Chairman, I believe the record will show that we asked to be able to come back to OISE so we could ask the minister to share with us some of her reactions to the OISE study. We said it wouldn't be necessary for Dr. Pitt to be here for that.

**Mr. Chairman:** You are quite correct.

**Mr. Sweeney:** Whether we do it now or later I don't care, but I want to be able to do it.

**Mr. Chairman:** We had a general discussion on vote 3101, item 1, and then we were dealing with the various grants. Perhaps we should do that now and complete those, if you wish.

Mr. Cassidy, you asked to be on the list. Are you dealing with any of the grants listed on the first vote or are your comments related to general policy matters?

**Mr. Cassidy:** More to a general policy matter.

**Mr. Chairman:** Would it be convenient to come back to that?

**Mr. Cassidy:** As long as the question of grants is not going to go on indefinitely. If it's a short intervention I would be happy to give way and let that be completed.

**Mr. Sweeney:** Mr. Chairman, I could point out it's not an intervention, it's part of the pattern we had agreed on.

**Mr. Chairman:** That's right, we had agreed to deal with these grants and perhaps we could do that as expeditiously as we can.

**Mr. Sweeney:** Thank you, Mr. Chairman.

Madam Minister, you will recall I spent a fair bit of time with Dr. Pitt trying to elicit from him the extent to which he or the institute believed that the record of public perception, as contained in this report, bore any relationship to their sense of public reality. I will even go over that argument again.

Keeping that in mind, I would appreciate the minister's reaction to a couple of what I consider to be fairly important issues raised in the report, if the minister has a copy of it. If these are public perceptions it says something about education in the province today and I would expect it would say something to the ministry as to how it reacts to these public perceptions, if they think they are important enough to react to.

For example, in table number one I find it surprising that the understanding of graduates, whether they have only completed elementary school, whether they have not completed secondary school, or whether they have completed secondary school, seems to be substantially the same with respect to the understanding of how teacher-board negotiations happen in this province.

How do you read that and what, if anything, are you doing to correct that obvious lack of understanding, given that this issue affects considerably the students and the education they are getting?

3:40 p.m.

**Hon. Miss Stephenson:** One of the concerns I had related to the function of the piece of legislation that is the framework within which teacher and board negotiations function as being something less than well understood by the general public. We needed to provide some kind of forum to permit



those who had some understanding, and those who had less than full understanding, an opportunity to discuss that with an objective, external group of individuals charged with the responsibility of looking at that legislation.

There is no doubt in my mind that, for those associations and individuals who took the trouble to present verbal or written briefs to the committee, that has indeed happened.

There is some increased understanding on the part of parent-teacher associations, not all of whose members, I must tell you, were very knowledgeable about the contract relationship and the labour-management relationship. The increased understanding which exists as a result of their participation of that study will provide, I think, an opportunity for dissemination of factual information about it back to the membership and, I hope, more widely within the community.

If you are suggesting we should provide an individual citizen's guide to labour-management relationships within the school-board system, that is something I would perceive as appropriate once the report of the external review committee has been completed, and documented and whatever necessary modifications are made in the act.

**Mr. Sweeney:** What I was really trying to get to is would you not agree that the public reaction to teacher-board negotiations is in many cases based upon a lack of understanding as to how the whole system operates?

Maybe what you just said is at least part of the solution, following the Matthews commission report, and that would be an apt time to make a concerted effort to be sure that the public understands better. These negotiations are obviously going to continue and are going to create some conflict. If the public reaction is based upon misinformation, that does not do either side any good. I gather at the moment there is no information.

**Hon. Miss Stephenson:** Not a specific brochure related to board-teacher negotiations. It is mentioned in one or two brochures that I know of. It is certainly in the Introduction to Education in Ontario and it is also within the school-board brochure.

**Mr. Sweeney:** The minister would agree, then, that there is need for more public understanding on this issue?

**Hon. Miss Stephenson:** I think one of the useful things that was done within the Ministry of Labour was the publication of a citizens' guide to the Ontario Labour Relations Act and the board which is responsible for that. That was a useful document, particularly for those who participated in the

process. I am convinced there are a fair number of individuals directly involved in education who do not understand labour-management relationships and negotiations.

**Mr. Sweeney:** Moving on to table two, the public perception as to which government services should have the strongest claim on tax money. It is fairly obvious that health is perceived by the public to have the stronger claim when compared to education. To what extent did that particular result influence the decision, almost a year ago now, to transfer \$20 million from the Ministry of Education to the Ministry of Health?

The minister will recall about a year ago the Ministry of Health received about \$65 million or \$68 million in additional money. At the time, it was indicated that \$20 million of that came from the Ministry of Education budget.

This was money that apparently had not been expended in the prior year, because the question was asked of you, Madam Minister, "Why did that happen, given some of the serious financial needs across the province?" Your response was something to the effect—and I am paraphrasing it—"This was money in excess from the previous year that was passed on."

**Hon. Miss Stephenson:** If I said that, then I am afraid I was probably mistaken. I think it was as a result of certain embargoes that were put on some funding, but it was not a direct transfer from the Ministry of Education to the Ministry of Health.

**Mr. Sweeney:** Does the minister not recall that when the additional funds were made available and the Minister of Health (Mr. Timbrell) was challenged on the source of these funds, they were identified as coming from various other ministries and \$20 million of it was from the Ministry of Education?

**Hon. Miss Stephenson:** They weren't identified by the Minister of Education as coming from other ministries, but I will check that and have the information for you, because that I really do not recall. I'm sorry.

**Mr. Sweeney:** I will have to check my records too, to find the minister's answer.

**Hon. Miss Stephenson:** I hope you noticed that the priority which has been established relating to the funds made available from tax revenues is the one which is in existence. The Ministry of Health does receive the largest share; the area which receives the second largest share is Education.

**Mr. Sweeney:** I do not have the latest figures, but at least—

**Hon. Miss Stephenson:** And that was done before this report was—

**Mr. Sweeney:** Okay. But I think the record will show that if we combine tax revenues from the province and from the local property tax, that which is directed towards education exceeds health. That is my understanding, which is really the way in which the school system is funded.

**Hon. Miss Stephenson:** Just barely.

**Mr. Sweeney:** But it does exceed it.

On table four, in terms of degree of satisfaction with the system, there is an apparent growth in dissatisfaction and a decline in satisfaction. How would the ministers respond to that, given that it is public perception?

**Hon. Miss Stephenson:** I think it is impossible to compare the 1978 study with the 1979 study with any degree of rationality, since they were carried out with different methods and with a different approach to the examination of the problem. I think it would be unwise to make a comparison between those.

**Mr. Sweeney:** Does the minister have any other source of information, any poll, or whatever, that would lead her to believe that in Ontario the public perception of satisfaction versus dissatisfaction is any different to this?

**Hon. Miss Stephenson:** The Canadian Educational Association poll would lead me to believe that the level of satisfaction is greater than with the Livingston study. The respondents with children in school gave good ratings to the schools, with 62 per cent giving the schools a rating of A or B, 24 per cent a rating of C, and nine per cent a rating of D or fail. Only four per cent could not rate the schools.

That study was carried out by the Canadian Educational Association and was reported, I believe, in September 1979.

**Mr. Sweeney:** How would the minister interpret the results on table five which clearly show a descending order of satisfaction as age increases, or the reverse for dissatisfaction?

**Hon. Miss Stephenson:** Or as contact with the school system decreases.

**Mr. Sweeney:** Not necessarily. I would say that between 25 and 54 there still is contact with the school system; over 55 I would tend to agree with you.

**Hon. Miss Stephenson:** The second portion of that study is probably even more significant than age, and probably tends to define

the degree of satisfaction or otherwise more clearly than age does.

3:50 p.m.

**Mr. Sweeney:** Table seven is the one that seems to have received the most public media attention. To what extent does the minister's other sources of information confirm or not confirm this perception with respect to discipline?

**Hon. Miss Stephenson:** This was the item that was raised with the greatest frequency in the totally unscientific survey which resulted in response to my "please write me" statement, and compares pretty closely with the Gallup study related to school matters that was undertaken in partnership with certain other provinces and certain states in the United States. Discipline seems to be the foremost concern amongst all groups expressing concerns about school systems.

**Mr. Sweeney:** What do you understand people to mean by discipline when they respond in this way?

**Hon. Miss Stephenson:** That's the difficulty. When one explores further matters which might comprise the whole subject of discipline, one discovers that many of those who have responded mean that those who are of school age seem to be less concerned about respect for other persons and for other persons' property outside the school system completely, as well as a concern that there is a less rigid master-servant relationship between teachers and students within the school system. This is not just within Ontario but in the other provinces and right across the United States as well.

There is a fairly clear public perception that because of the change in relationship within the school entities there seems to be less respect for teachers, less respect for the authority which was traditional within the school system and, as a result of that lack of respect, there was a translation into activities entirely outside the school system.

**Mr. Sweeney:** Do you have any feedback from another source which would suggest that people who respond in this way have an appreciation of the role which family, community and society plays in developing those attitudes in young people? In other words, what I'm asking is: Do you have any way of knowing whether people are applying to the school a disproportionate share of responsibility than what is really fair, just or reasonable?

**Hon. Miss Stephenson:** I'm not sure that I have factual, scientifically valid informa-



tion to support that but one could extrapolate from the CEA-Gallup study when matters related to discipline and the traditional relationships were criticized rather severely.

Further questions were asked about whether the parents could see themselves as participating more vigorously within the school system, as a means to improving that situation within the school system. Although many of them said it would be the ideal situation, when asked whether they would participate, many immediately withdrew and significantly less than 50 per cent were willing to become participants in that role.

That's an extrapolation which I'm sure bears some relationship to the question you have asked. I do not have any specific figures at this point which would tell me that, in such questionnaires, they are providing for an unduly large amount of responsibility on the part of the school system as compared to family and community structure.

**Mr. Sweeney:** Along the same line, when you get results like this—you have them from two sources now—and you have some sense that it isn't a fair reflection of the reality, rather than the perception, what responsibility does the ministry sense it has to correct that misperception? I'm not sure I'm phrasing that right, but I think the minister knows what I mean—rather than just letting it sit there.

**Hon. Miss Stephenson:** It hasn't sat there. The minister and others with other responsibilities in the government have been providing with the kind of information we feel is really valid, really important—the need for some sharing of responsibility for the development of discipline, self-discipline and all the attendant factors within the family structure.

I'm sure you are aware the Premier (Mr. Davis) made a great point of that in a presentation he made to the Ontario Separate School Trustees' Association not very long ago which was widely published in the newspapers. The minister has been saying precisely the same thing.

**Mr. Sweeney:** Let me move on. Table eight with respect—

**Hon. Miss Stephenson:** Because of the concern which seems to revolve around the secondary school system, particularly in the area of discipline, this matter is of real moment to the steering committee of the secondary school education review project, and is an area where we hope to have a

great deal of participation so that a wider dissemination of the shared responsibility may occur and there may be some rational suggestions about ways in which to improve the situation.

**Mr. Sweeney:** Thank you. With respect to table eight, I'm looking at the relationship between the Interface study which was sponsored by your ministry and the results of this study. We're talking about a three-to four-year spread and yet the figures are remarkably similar. What does that tell you and what, if anything, are you doing about it, whether you are looking at the improved figure or the deteriorated figure?

**Hon. Miss Stephenson:** We are looking at both.

Obviously a greater degree of—I'm not sure whether it is negotiation, but certainly discussion, conversation is required to provide a greater degree of understanding amongst the various levels of educational programming.

Within the ministry we have established a mechanism which is working very well. A number of such groups have been established in various parts of the province, some of which are working well and some of which are not. We are examining them at the moment to try to determine the characteristics of those that have succeeded and those that have not done as well in order to be of assistance in the development of the appropriate kinds of mechanisms throughout the province, and also centrally, to ensure greater discussion and therefore greater understanding.

**Mr. Sweeney:** I'm sure the minister appreciates that if the prevailing mood out there is truly reflected in these figures, it should be a matter of considerable concern to us.

**Hon. Miss Stephenson:** I'm not sure that these figures are precisely correct in terms of actuality and reality, which was the question you were asking Dr. Pitt, but it is still a matter of concern that there is less than satisfactory conversation and certainly less than satisfactory understanding.

**Mr. Sweeney:** I would suggest the high degree of correlation between those two studies in table eight, perhaps of several of the ones we have discussed so far, should be a matter of some attention.

Can I move on to table 13? In terms of general importance of curricular objectives I was really surprised at number three: "The high degree of importance for ability to get along with others." The first two I think one can almost predict. We have heard a lot of



discussion of that, not only in this study, but from numerous sources and I'm sure the minister is well aware that she has heard lots of it from the official opposition.

But number three surprises me. What does it tell you? It's a considerable growth from the previous year. Even if you say the degree of correlation is not too reliable, it is significant. It's almost a 20 per cent increase. What does that say?

**Hon. Miss Stephenson:** As you are aware, there has been a great deal of thrust and activity, particularly at the elementary level, related to the appropriate socialization of children. This, I believe, is a perception on the part of the public that somehow that activity is not carried through in the remainder of the educational system.

I perceive this as a public perception of the difficulties that have been all too highly publicized from time to time at the junior high level and at the senior secondary level in terms of violence and vandalism, which the public perceive to be an inability to get along with other people. I think that is why there has been a modification but I would still have great difficulty in relating that figure for this year's survey to last year's, because of the difference in methodology.

4 p.m.

**Mr. Sweeney:** Even if we ignore last year's, that's still a very high figure.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** If it is in any way a reflection, it would be difficult to believe that it's—it couldn't be that high and at least be very high in the priorities. Whether 82 is the right figure or not, I don't think is all that important. After the first two, which are predictable, I'm not sure, if I was asked to guess, which one the public would say, but I'm surprised to see that one so high.

**Hon. Miss Stephenson:** It leads me to believe that the vast majority of the public is not aware of the intensive effort which has gone into the curriculum development program, particularly at the elementary level and, as well, at the secondary level, to attempt to ensure that the biases, the prejudices and the difficulties which inappropriate activities may engender are modified in the right way. I think they just don't know.

**Mr. Sweeney:** That would seem to be a flag to the ministry that it has a task to do in this area, either with respect to what additional work actually needs to be done in the school, and/or what—

**Hon. Miss Stephenson:** Outside the school.

**Mr. Sweeney:** —needs to be done as far as public perception is concerned.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** The last one in this study I want to draw attention to is number 26. Dr. Pitt himself referred to that—the perception of accessibility.

As the minister knows, we have discussed long and late just what the facts actually are. Do you have any other input, any other data, which would support these figures? And/or can you explain why they would be the way they are?

**Hon. Miss Stephenson:** We will have relatively shortly the further examination by Anisef of the backgrounds of young people at universities. He has followed the grade 12 graduates since 1973. Many of them will be participating within the community college program or skill-training programs or others. That study will be available to us shortly.

**Mr. Sweeney:** So at the moment you have nothing to correlate this with.

**Hon. Miss Stephenson:** At the moment the only correlation I have is the actual factual information given to us by students, related to the family income level from which they come, at universities and community colleges through the Ontario Student Assistance Program. The stratification study is on the road right now.

**Mr. Sweeney:** On the way. Mr. Chairman, for this section those are all the questions I have. If the other members want to raise questions, I'll come back to the other grant areas.

**Mr. Chairman:** Is that all the discussion on the—

**Mr. Sweeney:** That's just from me and the Ontario Institute for Studies in Education.

**Mr. Chairman:** The grant to the Canadian Education Association. Shall that carry?

**Mr. Sweeney:** Mr. Chairman, you might remember—Okay, go ahead, that's all right. You are going back and working your way down now. That's okay.

**Mr. Chairman:** Yes, unless the committee wishes to proceed otherwise.

**Mr. Cassidy:** Mr. Chairman, my understanding was there was just one point Mr. Sweeney wished to raise. If there's a lot of them, I don't think that was my understanding when I was given the chance to begin this afternoon.

**Mr. Chairman:** Perhaps we could return to the grants if you want to deal with your

matter, Mr. Cassidy. I think the committee would agree to that.

Mr. Cassidy: Thank you. I have a matter that deals with the general vote and which is very important to a lot of people across the province. That is the ministry's decision to withdraw funding in September of this year for full-day kindergartens.

The minister and I appeared before 700 or 800 parents in Ottawa on Friday on this subject. She suggested at that time that I have the chance to have my say here in the Legislature and that's why I'm here now.

I want to begin by telling the minister that a few weeks ago I went to schools under the Carleton Roman Catholic Separate School Board and also the Ottawa Board of Education to see first hand the bilingual full-day programs offered by those two boards.

I also want to tell her that the member for Carleton East (Ms. Gigantes) and I had a chance subsequently to go to St. Augustine School in my riding to a grade three class. We arrived unannounced and the teacher then pulled the kids together from what they were doing and, on an impromptu basis, carried out with them a 25- or 30-minute class on "Le port de Montreal."

It was entirely in French and this was a group of children who four years previously had no French at all, and all of whom came from anglophone parents or from parents with immigrant backgrounds. Every one of those children was not only participating but was eagerly participating in the class which was carried out entirely in French.

As someone who is fortunate enough to be bilingual, I was not just tremendously impressed, but flummoxed at times because some of the vocabulary that the kids had learned, just technical descriptions of what goes on in "Le port de Montreal" and in the city of Montreal, exceeded my knowledge of the French language.

When I talked with people from the Ottawa separate school board about their program, I learned they estimate that anglophone kids who have no knowledge of French to begin with are only about half a year academically behind their francophone colleagues who have had French as their mother tongue from birth, in their ability to carry on in the French language. This is by the time they have gone through the half-day French kindergarten, which is part of the 50-50 program, at the age of five, and have reached grade four. As far as the English language is concerned, they are working at essentially the same level as they

would have been working had they been taking entire programs in English.

What is exceptional about the programs of the Ottawa board in particular, and to a lesser extent the Carleton board, is that this is not an immersion program directed only at a certain number of kids from civil service families, from the families of professors, or of MPPs, or of doctors, or accountants or other families where there can be expected to be a good deal of parental interest and support and where, because of the selection of the kids that goes on ahead of time, the kids are likely to perform better than average.

In the Ottawa board, in particular, something like 98.5 or 99 per cent of the English-speaking children participate in the 50-50 bilingual program which begins in kindergarten and goes on until grade five, I think it is. If ever there was an example of what we can do in this country in getting away from the problems of the corn flakes boxes and getting people to accept fully the bilingual nature of our country, the model is there for it in the Ottawa and Carleton school boards.

The Ottawa Board of Education's program is, because of its comprehensiveness, the most successful single example of bilingual education on a large scale anywhere in Canada. That is an accomplishment for which they deserve full credit.

Now anything like that obviously has some costs as well. One of the costs is the fact that the board has had to reorganize its teaching over the 10-year period. It's been moving up to the present level of bilingual education in order to make all of this possible. One of the essentials is that they be able to give kids the regular English kindergarten program and also at the age of five be able to acquaint them with a fair amount of activity in French, so that when they begin in grade one they are not learning French from scratch on one side, while on the other they are beginning normal grade one activities in the 50 per cent of the time that's spent in English.

Because of the grounding in French—and those kindergarten classes in French which I saw were exceptionally well taught—the kids go into grade one with a basic vocabulary in French, with an ear for French, with an ability to understand it and with at least some ability to do ABCs and so on in French, similar to their capacity to do the same things in English. If you withdraw the French portion of the program, there are consequences right through up until grades three or four in trying to readapt the rest



of the program to try to make it fit. That creates enormous difficulties.

Now I want to bring attention specifically to several points that have been made by the minister in defending the ministry's decision to withdraw funding from many full-day kindergarten programs across the province, effective in September 1980.

4:10 p.m.

The minister has essentially made three arguments. First, she has said that if full-day kindergartens became universal across the province the cost would be so stupendous that it couldn't be afforded. Second, she has said that on an academic analysis, and that's what she has put to the fore, one cannot justify the full-day programs. Third, she said the ministry is studying the full-day kindergarten idea and when the study is completed it will review the decision to withdraw funding.

I want to suggest that the minister's use of dollar figures is grossly misleading. In her letters to me and to other people, in her speech before the Roman Catholic parents in Ottawa and at other times, she has said that if all the 165,000 pupils attending junior and senior kindergarten were to attend school on a full-time basis the additional cost would be approximately \$120 million. The argument then is that we can't afford it and therefore we shouldn't do any of it at all.

I would point out first that there have been no proposals that full-day kindergarten be offered at the junior kindergarten level. It's a proposal for senior kindergarten children. There are about 125,000 senior kindergarten kids in the province and there are about 45,000 in junior kindergarten.

Second, I would point out that the provincial share of money is what the minister is responsible for and if local school authorities decided to go into full-day kindergartens they would have to cough up the local bucks. The ministry currently pays approximately 51 per cent of the costs of education and therefore we are talking about a provincial contribution of 51 per cent of the cost for 125,000 kids, rather than 100 per cent of the cost for 165,000 or 170,000 children.

In other words, in the hypothetical instance that all children in the province were to take part, we're talking of a provincial contribution, not of \$120 million but of \$49 million or \$50 million.

What the people who have talked to the ministry and talked to this issue have been saying is that the present programs should

not be destroyed if the ministry deems it advisable to have a pause in expansion while the benefits of expanding full-day kindergarten are assessed.

There are currently some 8,000 kids across the province in full-day kindergarten. If one takes the average ministry contribution to education, the cost to the ministry per annum of maintaining its contribution to this program is \$3.1 million.

It's fair to point out that most of those kids are in Roman Catholic school systems where the ministry grants are higher because of the inequities in the assessment standards for local Catholic boards. Taking an approximate 80 per cent level of ministry funding we are talking of \$5 million per annum to keep those programs going, rather than \$3 million. Whether it's \$3 million or \$5 million, that's a far cry from the \$120 million figure the minister has used to justify not maintaining the existing programs.

I would suggest the financial argument the minister has used has been very misleading.

Next, the minister has said that on academic grounds one cannot justify full-day kindergarten. There has been a list of various studies in other countries which has been put forward which I don't propose to go through right now.

When she spoke on Friday at St. Joseph's School in Ottawa, and at other times, the minister has spoken of the report prepared for the ministry by Dr. Andrew Biemiller of the faculty of education at the University of Toronto. I want to deal with that specifically because I want to suggest that for two reasons that is grossly inadequate as a standard to judge whether urban full-day kindergarten programs, which is what we're basically talking about, are justifiable or not.

The first is that the bulk of children who are in the present full-day kindergarten programs across the province are there either because they are bilingual programs or because the programs are there in order to help francophone kids as a barrier, as a means of helping to defend them against assimilation. In most parts of the province francophone kids, French-speaking kids, are subjected to a constant barrage of English on the radio, among playmates, up and down the street in the neighbourhood, et cetera. There is a strong reason for putting them into a French-speaking milieu earlier than is needed with English-speaking children.

The fact that the Ottawa board, for example, doesn't teach any English to its French-speaking kids until about grade four



is an indication of the need that has been felt there, on educational grounds, to have a strong French-speaking milieu in the early years for French-speaking kids.

Those kids who are not francophones are overwhelmingly in bilingual programs. What is significant is that the Biemiller report didn't look at the specific educational objectives of full-day kindergarten programs.

If I may, I will quote the excerpt which I used on Friday, which says: "In fairness, this study did not assess specific educational objectives emphasized in each program. Were this done, differences in favour of full-day programming might be found. For example, the Ottawa urban full-day programs included a bilingual component. Performance in French was not assessed."

It is not too surprising that the performance of kids in Ottawa who go for half a day to kindergarten in English would be somewhat similar to the performance of kids who go for half a day to other kindergartens in English. There was no assessment of the fact that these kids learned a lot of French over the course of the time they spent in that five-year-old French kindergarten for half days; the Biemiller report just didn't look to that at all. Yet the vast bulk of those 8,000 kids now in full-day kindergarten programs are, in one way or another, taking French.

The second part of it is surprising; I just realized it from looking at the Biemiller report. The minister in the Legislature, in letters to parents and to MPPs, in public meetings and so on has indicated that, academically, you can't say that full-day kindergarten programs have any significant advantages over half-day kindergarten programs. She cited the Biemiller report as a major reason for that judgement.

I'm not sure if the minister herself is aware of this, but I'm sure she will agree that most of the children who might take advantage of full-day kindergarten programs and don't do it now are urban kids. Only 58 of the 340 children who were assessed in the Biemiller study were in fact attending urban full-day programs. None of the children attending half-day programs went to urban schools.

So, what the minister is saying is on the basis of 58 children, whose performance in French was not assessed, she is largely influenced to making a decision which affects whether we will have full-day kindergartens on a selective or on a general basis in other school situations across the province.

Because the other five boards where assessments were made were all rural boards, no effort was made to look at the usefulness of full-day programs as far as French-speaking children were concerned. No effort was made as to the usefulness of full-day programs for children who have special needs in English because they come from ethnic or immigrant backgrounds. And no effort was made to assess the special needs of kids who are in an inner-city school environment, who have come from single-parent families or from a poverty-stricken background—all those kinds of things have not been looked at.

I would suggest, therefore, that the minister's statements that you can't justify full-day programs on academic grounds are not backed up by research within Ontario, and are specifically not backed up by the major study that she cited in her defence, the study by Dr. Biemiller.

I notice as well, and this material just came to hand, that the information distributed about the studies to be done and the current research program indicates that only one study is currently projected with the effects of regular half-day, alternate full-day and daily full-day kindergarten programs.

**Hon. Miss Stephenson:** That's at OISE only.

**Mr. Cassidy:** This says other institutions as well.

**Hon. Miss Stephenson:** Which page is that?

4:20 p.m.

**Mr. Cassidy:** This is the page that says, "other institutions."

What is effectively happening is that Dr. Biemiller—whose study, I think, is full of holes with respect to the situation we have in Ottawa, in Carleton, and elsewhere in the province—is being asked to look a bit further, but with an inadequate sample to begin with. I do not suspect, therefore, that we will get an adequate answer from that either.

I also note that the study the minister promised in February will not be concluded in 1980, as she told me in a letter of April 9, 1980, but will now be concluded in March or June 1981, depending on which time you listen to the minister. As a consequence, even if this study or other studies were overwhelmingly to conclude that the full-day program is justified and should be expanded, there will be no way that it could be put into place for September 1981. We are talking of at least a two-year hiatus.

I do not think the minister has been dealing in much good faith with parents or with the Ministry of Education over a very long period of time. The decision to undercut a program which is at the base of the totally bilingual program now being offered in Ottawa-Carleton is a very destructive kind of thing. Frankly, in addition to being stoutly resisted by people in Ottawa and other parts of the province, it does not go down well in Quebec.

The minister said the other day that other parts of the province do not have the "problem of bilingualism" that we have in the national capital. I hope that was a slip of the tongue. We in Ottawa do not look at this as a problem of bilingualism; it is a reality. And if it is possible in Ottawa-Carleton to have a program now which ensures that the children of truck drivers, professors, shop clerks, physicians and all the rest can grow up bilingual, then surely it should be something which should be celebrated and enhanced rather than kicked, which is the way in which the minister intends to deal with it right now.

We are arguing very strongly that where there is an effective bilingual program such as we have right now, which helps franco-Ontarians to resist assimilation, it should be maintained; that until studies that can be seen as being adequate by everybody involved—school boards and parents, as well as the ministry—are done, the existing program should be continued.

There is also a very strong case for children whose English is not good because of their background; children who have recently immigrated to this province, for example, and kids from inner-city backgrounds. These are very strong arguments to justify having full-day kindergarten programs.

When the ministry is looking at the costs and benefits of the alternatives, I would like to see some studies about the alternatives for kids who are put into inadequate day-care situations because they only go to kindergarten for half a day at a time. Evelyn and I asked the question of the kindergarten kids in Ottawa, "How many of you have parents who work?" Sixty or 70 per cent of the children put up their hands and indicated that their mother, in addition to their daddy, went out to work.

If full-day kindergarten is not provided in those circumstances, then perhaps somebody better do a study that asks, "What harm or good is done to the children put into a situation with six or eight other children in an informal, home day-care setting which is

basically nothing more than babysitting?" I suggest there are some very real advantages for the children, parents and community in having children have access to full-day kindergarten programs under those circumstances as well.

I have raised a number of points. Perhaps the minister would care to reply. I think she has been misleading people in the province. She should admit that the cost of maintaining the existing programs is no more than \$5 million for the year or two it will take to do adequate studies. She and the government should agree at least to maintain what we have, because it is good, until we get those studies. And make sure that they are good studies and can look at the direction we should be going in terms of expanding the full-day program.

**Hon. Miss Stephenson:** Mr. Chairman, I shall be delighted to respond. I think the one factor which the leader of the third party conveniently overlooks is the policy of the province to provide equal educational opportunity for all of the children within the province.

One cannot honestly suggest that one should provide full-day kindergarten programs for children in urban settings and not for those in other settings as well. That really flies in the face of any concept for equal educational opportunity. That is a major factor which must be considered in all of this.

I remind you that to expand the full-day program is a decision which would have to be made by boards. Kindergarten is not a mandatory portion of the educational program within this province. It seems to me absolutely essential, right now, that we look at kindergarten as a part of education in a very critical way to determine whether it should be part of the mandatory program or not. That is precisely what we are trying to do. But we cannot continue to fund those boards who have taken advantage of the permissiveness within the legislation to the disadvantage of other children across the province. If we are going to do it for one group, we must do it for all the rest of them.

The figure manipulation which the honourable leader of the third party has—

**Mr. Cassidy:** I am sorry. That is not manipulation.

**Hon. Miss Stephenson:** You have, indeed, suggested that I have been misleading the public. You are suggesting that it would cost \$5 million to maintain it for this year, and that is approximately what it might cost. But it would be at the expense of other children



in the province who do not have the same advantage.

To simply set that figure out baldly, to say that is the only thing we should consider, seems to me unfair to the other 157,000 children in kindergarten programs across the province.

**Mr. Cassidy:** The minister has had demands for those other children. Is that correct?

**Hon. Miss Stephenson:** There are some demands for that, yes.

**Mr. Cassidy:** That is not what is on the agenda right now, and that is not what we are talking about now.

**Hon. Miss Stephenson:** That is most certainly a part of this agenda item, as is an expansion of full-day kindergarten at the senior level. There is no doubt about that at all. I think we must know whether it is of educational advantage to children to have full-day kindergarten programs.

When you suggest that we are attempting to destroy bilingual programs you are entirely wrong. A number of boards have carried out both bilingual and immersion programs at the kindergarten level on a half-day basis, and have done it equally successfully.

**Mr. Cassidy:** With all of the children eligible to go to school?

**Hon. Miss Stephenson:** With all of the children eligible to go to school making the choice about whether they want to participate or not.

**Mr. Cassidy:** No. Not with all of the children participating, Madam Minister; that is the central difference. In Ottawa-Carleton there is no room for backlash because everybody gets involved. In the other boards what you have is a selected group of children whose parents are motivated to ensure that the children get a bilingual education.

**Hon. Miss Stephenson:** They are not selected. The choice is there for parents to make. If parents wish to participate, their children will be involved in a bilingual or an immersion program.

It would appear that the success rate is just as great in those programs at the grade three, four and five level as it is in Ottawa-Carleton, because the decision has been made by parents that this is what they want their children to be involved in. Surely that kind of choice is one we should make available as widely as we can across the province.

If you are really talking about supporting bilingualism, surely you are talking about supporting it right across the province, not in the Ottawa-Carleton area.

Ottawa-Carleton is unique, everybody tells me. It has some unique characteristics, there's no doubt about that. But Kapuskasing, Timmins and Kirkland Lake are unique. Windsor is unique, for goodness' sake, and so is London, Ontario, and Metropolitan Toronto. If we are going to look at kindergarten programs at all, we have to look at all of the kindergarten programs as critically and as scientifically as we possibly can.

You are aware, I am sure, that the Toronto board is involved right now in a longitudinal study, which is comparing the value of half-day to full-day kindergarten programs. It will terminate in 1983. Are you suggesting to me that I should continue, for another three years, to provide a distinct advantage for one group of children within the province and not provide for another group of children, whose needs may be even greater than those in Ottawa-Carleton? If you are suggesting that, I cannot accept it. I really can't.

**Mr. Cassidy:** I am suggesting that you have something that works, something which has not been challenged by the ministry for the nine or 10 years it has been in operation. You have something which has in fact been supported by the ministry—with none of the arguments which the minister now raises.

You have in the bilingual education program in Ottawa-Carleton what is in effect a laboratory for testing whether or not this is a valid concept, but it has not been assessed by the ministry's studies up until now. It doesn't make any sense to kill it and then to study it to see whether you should reinstate it.

4:30 p.m.

**Hon. Miss Stephenson:** We have already done some longitudinal studies of various types of immersion programs, particularly those in the capital area. I have to tell you there appears at this time to be no clearcut advantage of one over the other.

**Mr. Cassidy:** None of the studies you have carried out has specifically dealt with the ability of those children in French. The programs in the Ottawa-Carleton area are specifically directed to ensuring that the kids get a good grounding and a good start in a bilingual program.



**Hon. Miss Stephenson:** I am not sure that is the specific aim of those programs.

**Mr. Cassidy:** Of course it is. Why do they spend half the time in French if it isn't so the kids can learn French? The minister is being ridiculous.

**Hon. Miss Stephenson:** I am not being ridiculous. The stated aim of the program is not necessarily as you have defined it, but that's perfectly all right. The effectiveness, obviously, in the provision of French-language programs for anglophone students or students with other basic language would seem to be related specifically to the time that is invested in the French language. There are programs that have been carried out in other parts of the province which would demonstrate that half-day programs with the same investment in time in the French language are equally as successful as those in the Ottawa-Carleton area.

**Mr. Cassidy:** The minister is saying half-day programs are equally successful; that is, with the elimination of any English component in the kindergarten.

**Hon. Miss Stephenson:** Yes. The effectiveness would appear to be, as I said, related to the amount of time invested.

**Mr. Cassidy:** This is with a population which is not selected because of—

**Hon. Miss Stephenson:** It is not selected by anyone except by the parents involved—

**Mr. Cassidy:** I am sure the minister is wrong.

**Hon. Miss Stephenson:** —because they have freedom of choice to make the decision whether their kids—

**Mr. Cassidy:** The minister is a scientist by training. If the minister were to carry out a study on health habits, for example, and ask a number of people to volunteer to be looked at on some criteria—

**Hon. Miss Stephenson:** You're talking about selection.

**Mr. Cassidy:** No. The minister knows perfectly well to seek volunteers for such a study would immediately bias the study and it would have no reliability. We are looking at an effort to ensure that everybody grows up bilingual if they happen to be—

**Hon. Miss Stephenson:** All I am saying to you is if that is what our aim is, then surely what we need to do is to assess the effectiveness of the various programs which have been carried out—the majority of them on a half-day basis—and determine whether one is more effective than another.

**Mr. Cassidy:** But none of those programs seeks to ensure that all children—the young girls who are going to grow up and work in shops, the young fellows who are going to wind up driving trucks or working in construction and so on—become bilingual, and not just children who are strongly academically oriented. That's the thing the minister completely misunderstands.

**Hon. Miss Stephenson:** I am not misunderstanding it. You are suggesting that only a certain group of people within our society are interested in bilingualism, and you are wrong. I can tell you that in North York the selection process does not involve only the children of academics or others; it involves a very wide range of children. The assessments that have been carried out have covered the level of French-language capability and capability in other academic subjects as well.

**Mr. Cassidy:** The minister keeps insisting on this. What studies does she have which indicate that children can learn as much without, as with, in terms of their French?

**Hon. Miss Stephenson:** Assessments have been carried out by the various boards involved in several kinds—

**Mr. Cassidy:** That's rubbish. I'm sorry. Really, Mr. Chairman, I have to appeal to the minister. She has come up with a \$14,000 grant on which the minister intends to justify the decision to cut out the opportunity for a whole lot of kids to become bilingual in Ontario.

It's a terrific slap at Ottawa-Carleton. It's another deliberate slap at Catholic education in this province. That's what the minister is really involved in.

**Hon. Miss Stephenson:** That's absolute hogwash. It's totally ludicrous to suggest it's a slap at anybody. What we are attempting to do is to carry out the policy of equal opportunity for all children in Ontario and that is an overriding policy which I will defend as long as I have breath.

**Mr. Cassidy:** Does the minister believe in equal opportunity for Catholic and Protestant children?

**Hon. Miss Stephenson:** Yes, I do.

**Mr. Cassidy:** Then why is it, when the question was asked the other day, that the government continues to refuse to fund grades 11, 12 and 13 for Catholic children in the province in the separate school system?

**Hon. Miss Stephenson:** We went through that discussion the other day. You weren't here so you wouldn't know. This is a matter which is constantly reviewed and is being reviewed.

**Mr. Cassidy:** With respect, the minister uses the argument of equal opportunity when it suits her and she forgets the argument of equal opportunity when it does not suit her and suit the government. If she has known this question has been on the agenda, long before the question of full-day kindergartens was on the agenda, it's clear that the government doesn't intend to act in that area. A double standard is being applied in this particular case.

**Hon. Miss Stephenson:** No, it is not.

**Mr. Cassidy:** Will the minister say what the program of research is which is now under way in order to assess the efficiency of full-day kindergartens? How many studies are you doing, where are they being done and to what extent will they deal with urban as well as rural kids?

**Hon. Miss Stephenson:** The Toronto board study, of course, is dealing with urban young people. The study which is being done related to—

**Mr. Cassidy:** Is the Toronto board study being funded by the ministry then?

**Hon. Miss Stephenson:** No, it is not being funded by the ministry. Part of it is being funded by the ministry.

Interjection.

**Hon. Miss Stephenson:** Totally? I thought we were only funding part of it.

**Mr. Cassidy:** What is the program of research that was undertaken by the minister and to which you referred in February?

**Hon. Miss Stephenson:** An examination of the educational efficacy of various types of kindergarten programs—half-day and full-day, French-language, English-language—and an examination of the progress of children from various kinds of programs within the educational system.

**Mr. Cassidy:** Who was doing that review?

**Hon. Miss Stephenson:** It's not settled at this point precisely who will do the ongoing study. At present we are examining all the information which has been collected—and a great deal has been collected. Unfortunately, up to this point it has not been examined as critically as it should be.

**Mr. Cassidy:** Given the fact that there has been no assessment by Biemiller or by others in relation to the educational goals of proficiency in the French language or of protection against assimilation of the francophone children, how can you do a review when you have nothing to review in that particular area?

**Hon. Miss Stephenson:** We have a great deal to review.

**Mr. Cassidy:** What are the specific things you have to review in that area and who is doing the review?

**Hon. Miss Stephenson:** The information which has been developed in Ontario and outside Ontario, related to the educational goals and the reaching of those goals by students in the elementary system.

**Mr. Cassidy:** When bilingualism is involved, what are these studies, or what is the information or experience from outside the province, which the minister considers appropriate to review as far as Ontario is concerned?

**Hon. Miss Stephenson:** There are other places besides Ontario.

**Mr. Cassidy:** What are they?

**Hon. Miss Stephenson:** Bilingual education is part of the educational program.

**Mr. Cassidy:** What are they?

**Hon. Miss Stephenson:** I do not have a list of them at the moment but I'll get you a list.

**Mr. Cassidy:** Because the minister has mainly cited studies from the United States, which I would suggest are not appropriate to apply as the reason or the justification in which you maintain, uphold or cancel programs in this province.

**Hon. Miss Stephenson:** If you're talking about educational achievement generally, I think we have to look at the information and the scientific examination which has been carried out in a large number of jurisdictions, as well as at bilingualism.

Bilingualism is a component of the review we must carry out, but I think we must look at the educational validity of full-day kindergarten as part of a program for children in their elementary educational achievement.

**Mr. Cassidy:** Will you be looking at any other factors besides what you call educational validity?

**Hon. Miss Stephenson:** What other factors would you like me to suggest, the socialization of children?

**Mr. Cassidy:** My colleague from Bellwoods (Mr. McClellan) certainly would talk about the impact on families where two parents are compelled to work.

**Hon. Miss Stephenson:** That is precisely what the Toronto study will be looking at.

**Mr. Cassidy:** That will not be completed until 1983?

**Hon. Miss Stephenson:** In 1983.

**Mr. Cassidy:** What happens to families with children, currently aged anywhere from birth on, who will not be able to benefit from anything the ministry is prepared to put in until after 1983 and beyond? Does the minister not feel any sense of obligation in those cases? Does she not feel any sense of guilt or concern?

**Hon. Miss Stephenson:** No, I don't feel any sense of guilt.

**Mr. Cassidy:** I thought not.

**Hon. Miss Stephenson:** If families can make arrangements for the remainder of the day, that's fine.

As I've said frequently, if boards want to continue full-day programs, because they feel it's appropriate, they have the option of doing so.

4:40 p.m.

**Mr. Cassidy:** If they can pay for it themselves. But in view of the inadequate—

**Hon. Miss Stephenson:** For half of it.

**Mr. Cassidy:**—funding available because of the assessment base for the Catholic boards, will the minister not agree that it's particularly difficult for Catholic boards—

**Hon. Miss Stephenson:** No. Come on! I don't think the funding is inadequate for Catholic boards at the elementary level.

**Mr. Cassidy:** Sure it is. If you say they have to fund it themselves, they have a much lower assessment base to tax, per capita, per pupil and any measure you want to raise, than the public boards of education.

**Hon. Miss Stephenson:** But that's a different question from inadequate funding, because the funding for kindergarten programs on a half-day basis is very good.

**Mr. Cassidy:** Then the minister says if the boards want it they can fund it themselves.

**Hon. Miss Stephenson:** If they carry out immersion programs, they do receive additional funds as you know. It seems to me that immersion and full day are two items which have to be considered, but they are not precisely the same. You are attempting to muddle them up in a way which is less than clear for those who are concerned about it.

**Mr. Cassidy:** Perhaps I could be quite specific with the minister.

We believe there are specific areas which cry out for priority in the provision of full-day kindergarten programs across the province. Unlike the minister, we don't think that school boards are going to rush in and suddenly spend the ministry's money all over

the place. We think they are responsible, particularly since they have to pay a fair proportion of the cost if they decide to move to full-day kindergartens.

The bilingual programs already successfully pioneered in Ottawa and in the Carleton separate school boards are one example. The franco-Ontarians programs are vital in helping young francophone children grow up in a French milieu and in protecting them against assimilation, or in other areas. The provision of full-day kindergartens to help children adjust to a Canadian setting, if their mother tongue is not English and they have come to this country from other parts of the world, is important.

The provision of full-day kindergartens to help children who come from impoverished backgrounds, who have other social problems, is vital as well. I suggest those are all areas which should have priority.

**Hon. Miss Stephenson:** Which has the highest priority and which would you eliminate in order to meet the highest priority?

**Mr. Cassidy:** I would like to suggest we're talking about an education budget for the province of \$2 billion or so. To provide opportunities like the ones I've talked about, all of which should be priorities, it doesn't seem unthinkable in relation to the overall budget of the—

**Hon. Miss Stephenson:** And which area of the remainder of the educational system, elementary and secondary, would you like the dollars removed from to accommodate that?

**Mr. Cassidy:** I suggest if the minister feels the funding cannot be provided all at once, the school boards of the province would respond positively to suggestions that the addition of the programs would—

**Hon. Miss Stephenson:** You are again denying the principle of equal educational opportunity and—

**Mr. Cassidy:** The minister's principle is that if she can't provide it for everybody, she'll provide it for nobody. That's like those people in "Alice in Wonderland" who kept saying, "Off with their heads!"

**Mr. McClellan:** Are you not planning to phase in the special education, the implementation of the amendments to the Education Act—

**Hon. Miss Stephenson:** Yes, but it will be phased in on an equal basis across the province.

**Mr. McClellan:** No, it won't. What's equal about a phase-in? A phase-in is a phase-in, so some parts have it and some parts do not.



**Mr. Cassidy:** In that case some boards who already have a fair amount of special education will be able to move more quickly in providing these mandatory special programs for children they haven't provided for now, than boards who have virtually no special education to build on.

There is an equal provision of special education in the province right now. I have not heard the minister say, therefore, she would cut off the special-education weighting from which boards like Toronto and Ottawa benefit substantially because some boards provide no special education at all.

**Hon. Miss Stephenson:** I'm not sure there's any board in the province at this point not providing any special-education program. I don't believe there is one and the prospect of phasing in gives us more opportunity to help those boards with greater difficulty than it does to provide for any special advantage on the part of boards with already established programs.

**Mr. Cassidy:** Why is phasing in okay in the area of special education but anathema when it comes to the question of programs on a priority basis for children who could benefit through a full-day kindergarten?

**Hon. Miss Stephenson:** We have defined the areas of special education that need to be addressed and I'm not sure we've defined all aspects of what you consider to be the educational advantage of kindergarten within the educational system.

**Mr. Cassidy:** With such a set of criteria, would the minister agree that bilingualism is one area which the province would be prepared to put some effort behind?

**Hon. Miss Stephenson:** Bilingualism is already an area in which the province puts a great deal of effort on a half-day basis and will continue to do so on a half-day basis.

**Mr. Cassidy:** If the minister says bilingualism is an area of priority, then why the devil cut off the most successful program in the province?

**Hon. Miss Stephenson:** But you're talking about a program that doesn't necessarily have to be full day. The information developed will demonstrate there is no greater advantage to bilingualism for full-day programs than there is to half-day programs at this time.

**Mr. Cassidy:** With respect, it's the working class children in Ottawa-Carleton who will suffer the most from the minister's decision. It is a decision which once again demonstrates—

**Hon. Miss Stephenson:** It does not mean—

**Mr. Cassidy:** —this is a government that's not prepared to respond to innovation, initiative on the part of people across the province, has no respect for the desires of parents and school board administrators, of school board trustees—

**Hon. Miss Stephenson:** It does not mean that there has to be any diminution in the program to enhance bilingualism. In fact, that program may go on apace. And you know that as well as anyone else.

**Mr. Cassidy:** I simply appeal to the minister and through her to the other members of the cabinet to acknowledge that a mistake was made in January 1979; that it was wrong to cut off programs as successful as those in Ottawa-Carleton, in Prescott and a number of other Catholic boards across the province; that if funding was a difficulty the ministry could have limited the expansion of the program while decisions were made about the priorities that were to be applied in the area of full day kindergarten.

I appeal to the minister, as well, in a political way. There are a lot of parents across the province, mainly in the Catholic community, who feel very strongly about this and who think it's about time government responded to their needs rather than saying, "Well, we know best," or, "We have some study from some other part of the world that tells us whatever you believe, you're wrong."

I appeal to the minister and to the government to acknowledge that those parents have a good deal of ability to see how their children are doing. Those parents with older children who are now in grades three or four know how successfully that program has been working to help their children become bilingual. Those parents care enough to want to see that their children can function in a bilingual environment, which we have in Ottawa-Carleton and which we would like to see in many other parts of the province.

I make that appeal to the minister. I say to you, Madam Minister, acknowledge the mistake. Fund the existing programs. Make your studies and then let's get on with the job of ensuring that children elsewhere in the province can benefit from what's been shown to be good from the existing full-day kindergarten programs.

**Hon. Miss Stephenson:** I am sure the honourable leader of the NDP is aware that one does not need to continue a program in order to study the efficacy of the program. Particularly in this area, a retrospective study or a study based upon the educational achieve-

ments of children in grades five, four, and three is available to us because those children have experienced the program you so strongly support.

I also feel strongly that a large number of Catholic boards in this province have not moved in that direction and a large number of them are aware that has been available to them if they wished to take advantage of it over the past several years. They have moved in the direction of providing French-language programs at the local level, either on a half-time basis or a full-time basis, within the half-day kindergarten and have done it quite successfully, as have a number of other boards.

I feel very strongly about the principle of equal opportunity and I really—

**Mr. Cassidy:** Oh no, you don't.

**Hon. Miss Stephenson:** Oh yes, I do.

**Mr. Cassidy:** Oh no, you don't.

**Hon. Miss Stephenson:** I'm sorry you deny that. That's—

**Mr. Cassidy:** The evidence is there. Every Catholic school board in the province will—

**Hon. Miss Stephenson:** That's in your mind only.

**Mr. Cassidy:** Oh, no. Mr. Chairman, I regret that we have not had a more productive exchange on this particular subject; however, I've made my appeal to the minister. I hope that wiser heads than hers will prevail within the government on this issue.

**Mr. Sweeney:** Madam Minister, with respect to the half-day kindergarten devoted entirely to teaching French, what percentage of the cost of that program comes from the federal government in extra grants for French-language education?

4:50 p.m.

**Hon. Miss Stephenson:** You are asking what proportion of our extra grants for French-language education are actually federal funds?

**Dr. Benson:** Approximately 20 per cent would be federal funds, but it would be broken down by program. It would be slightly higher with respect to the immersion program.

**Mr. Sweeney:** What I am trying to get at is this. If that program is offered for half a day solely for the purpose of French-language instruction, what portion of that program would be funded by federal funds as opposed to provincial funds? How much money would flow to that board, or to the ministry to transfer in turn to the board,

that they would not get if the program was not being offered? Can you pin down a figure like that for me?

**Dr. Benson:** Nine per cent of the average operating cost.

**Mr. Sweeney:** I suspect that the percentage of the cost for a half-day, fully-French program would be significantly higher, but I have no idea what it is.

**Hon. Miss Stephenson:** I don't know that that is so. Can we work it out and get the actual figure for you?

**Mr. Sweeney:** Yes. Would you?

For the sake of discussion let's say the average cost of educating an elementary-school pupil across the province is \$1,500. If it could be demonstrated that a substantial portion of half of that, \$750, were federal funds that you would not get if those kids were not in that program, then the real cost to the province of continuing to provide that specific kind of program might be considerably less.

I am not talking about full-day kindergarten in the general sense, but that specific kind of program.

**Hon. Miss Stephenson:** It would be nine per cent.

**Mr. Sweeney:** It is still nine?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** Would you have any objection if we took another look at that? I have reason to believe it would be different from that, but I don't have the figures in front of me. I will leave it at that.

**Hon. Miss Stephenson:** You are talking about French immersion at the kindergarten level?

**Mr. Sweeney:** Yes. Full French.

**Hon. Miss Stephenson:** Full French immersion on a half-day basis, and the federal contribution to the grant provided?

**Mr. Sweeney:** Yes. Now, keep in mind, Madam Minister, we are talking about kids who are in school who otherwise would not be there if it were not for that particular program.

Let's deal specifically with the Ottawa situation and assume that they would be in school for half-day, English-language kindergarten. What we provide, in addition to that, is the half day for French only. And it is that French only—

**Hon. Miss Stephenson:** Can I ask why you should make the assumption that they would not be there for the French-immersion program? Certainly, from the arguments that I

have heard, it would appear that the strongest argument being put is the immersion program in the French language.

**Mr. Sweeney:** No. Excuse me. I am not questioning the educational validity. That is not the point I am trying to get at. All I am trying to get at—

**Hon. Miss Stephenson:** But I do not think that you should assume there would be a dramatic reduction in the number of children in the half-day immersion program.

**Mr. Sweeney:** Whether you offered half-day English or half-day French, your costs are not substantially different. There is a slight extra cost for French versus English, but it is not significantly different. The additional cost is the other half day. Right?

**Hon. Miss Stephenson:** Not necessarily. There is additional funding for the immersion program, but the cost of providing for the basic program is still there and is still a provincial cost.

**Mr. Sweeney:** Okay. I am not arguing about the half-day cost the province would have to bear whether there was or was not a French program. What I am trying to get at is that the provision of an additional half day solely for the purpose of French-language instruction generates a certain number of federal dollars. That is what I am trying to get at. The minister's assistant says no.

**Dr. Benson:** There is no money provided by the federal government with respect to the second half day. The only money that comes from the federal government is through an agreement which has what we call a five-per-cent and a nine-per-cent provision. It is five per cent of the cost of the program for French as a second language, and it is prorated downwards.

The nine per cent relates to immersion programs and programs for francophones. The federal government provides a grant equal to nine per cent of the cost of those programs. There would be no specific grant in respect of the second half day.

With respect to the immersion programs provided on a half-day basis, there is an additional grant of \$150.

**Mr. Sweeney:** On top of what the province spends on its own to fund half-day kindergartens.

**Dr. Benson:** Right. In addition to the grant for the half-day program there is an additional \$150 for the program being an immersion program. Some of that \$150, a small percentage, is recovered from the federal government through the five-per-cent and nine-per-cent sharing arrangement.

You asked earlier what the total dollars were. The total ministry costs of the grants for French as a second language were \$43.5 million. There were supplementary grant payments of \$1.57 million, for a total—

**Mr. Sweeney:** I am sorry. Could you go back? What does the \$43.5 million represent?

**Dr. Benson:** The grants provided for French as a second language.

**Mr. Sweeney:** By whom?

**Dr. Benson:** By the province to school boards. That is \$43.5 million. Then there are the supplementary programs and direct-service programs for another \$1.57 million, for a total expenditure of \$45 million. Ten million dollars of that \$45 million is recovered from the federal government through the five-per-cent and nine-per-cent provisions mentioned earlier.

**Mr. Sweeney:** In other words, if you offered French as part of a half-day kindergarten program or as part of a full-day kindergarten program, the number of dollars flowing from the federal government would not be any different.

**Hon. Miss Stephenson:** Not significantly.

**Dr. Benson:** It would not be significantly different. There would be minimal differences because of the way the formula operates, but they would not be significantly different.

**Mr. Sweeney:** Thank you. That's all I have, Mr. Chairman.

**Mr. Chairman:** Does this complete this subject? Shall we go on to the grants?

**Hon. Miss Stephenson:** One of the things I should relate to Mr. Sweeney is that the federal government has put a specific cap on the funds flowing to the provinces in support for programs for minority language or French as a second language. Therefore, the chances this year are that it will be less than the percentage which has been provided heretofore.

**Mr. Grande:** I have a few questions. The minister talks about equal educational opportunity for all the kids in this province. Do all the school boards in this province provide for half-day kindergarten, both junior and senior?

**Hon. Miss Stephenson:** Not all provide junior kindergarten.

**Mr. Grande:** Do you know how many boards across this province do not provide junior kindergarten?

**Dr. Fisher:** We will have to dig that up.

**Hon. Miss Stephenson:** I think we can get that information for you.



**Mr. Grande:** If even one board does not provide junior kindergarten, aren't you then saying you are not providing equal educational opportunities across this province?

**Hon. Miss Stephenson:** Mr. Grande, I would remind you that kindergarten is a permissive activity in terms of the Education Act. All boards, I think, now provide senior kindergarten educational opportunity for the children in their area. Some few boards have, in the last several years, moved to the junior kindergarten level as well.

As I am sure you are aware, there is some controversy in various places, even at this present time, related to the provision of junior kindergarten. There is some question about whether it is the appropriate route to follow. None the less, the province has committed funds in support of boards who move to provide kindergarten programs.

If there is real educational opportunity provided by kindergarten programs, should we not look at kindergarten as perhaps a part of the mandatory educational program for all children? That is the question I am asking. That is part of our examination to determine the appropriate place of kindergarten within the educational milieu of Ontario.

**Mr. Grande:** I understand what you are talking about. As a matter of fact, I am one of those people who think that mandatory education should perhaps begin at five years of age. But that is another question.

I was addressing myself to the principle of equality of education opportunity which—

**Hon. Miss Stephenson:** And we still have an anomaly in terms of junior kindergarten. 5 p.m.

**Mr. Grande:** Not only that, there is another anomaly. When the senior and junior kindergartens were introduced in this province, only certain boards responded.

**Hon. Miss Stephenson:** They all responded to senior kindergarten.

**Mr. Grande:** Over the last 10 to 12 years we had boards that did not accept even senior kindergarten. I can remember that 10 or 12 years ago there were boards of education across this province that provided education only from the level which was compulsory; that is from grade one. Then the senior kindergarten concept—the junior kindergarten concept came later—was phased in across this province as boards of education determined that they wanted to get involved in it.

Would you not say that the equality of educational opportunity was denied those children who were not involved in a senior

or junior kindergarten at that time and are not now?

**Hon. Miss Stephenson:** I don't know that yet.

**Mr. Grande:** But the fact is you are making that kind of argument. You are saying because it is not okay throughout the province the Ottawa area should not have it.

I understand how the educational process functions. It has not been overnight that educational ideas have come to the fore and have been instituted throughout the province, so to me that kind of argument makes very little sense—as a matter of fact, no sense at all.

**Hon. Miss Stephenson:** In your mind.

**Mr. Grande:** Obviously in my mind. But I am talking about facts, about how the educational process evolved and how it takes 10 to 12 years for different ideas that are attempted in the educational system to filter through. So the argument that nothing can be provided unless it is offered universally throughout the province doesn't make sense, and you have denied certain opportunities to some children. I think you would do well to drop that kind of argument.

**Hon. Miss Stephenson:** At the present time all boards are involved in senior kindergarten and junior kindergarten is available to them if they wish it. It therefore seems appropriate to provide some kind of framework in which they can function. The framework is that they are permitted half-day kindergarten programs at both senior and junior levels.

The only area that is being restricted at the present time is the full day at both junior and senior levels. I don't believe there is any board with a full-day junior kindergarten at the present time.

**Mr. Grande:** The point is how education service is delivered. It is not delivered overnight, from one day to the next, across the province. Therefore, one can always make the point that programs are offered in certain areas and not in others.

Technically, you can say that boards can respond and get the money. Whether it's a half-day grant, a half-pupil grant or pupil grant, the fact is certain boards do not respond. So, in essence, your argument is it is not you but those boards who are depriving those kids of the opportunity for equal education.

**Hon. Miss Stephenson:** The province is not depriving them of equal education opportunity.

**Mr. Grande:** Whether the province is depriving them or whether the board is

depriving them, the fact is that the logical extension of your argument is those children do not have the same equal education opportunities.

I am trying to say that argument you made regarding the Ottawa area is, at best, a self-serving type of argument.

**Hon. Miss Stephenson:** I have no factual information about the validity or the value of junior kindergarten as part of the educational program. We do have some information, now, related to senior kindergarten. That is the area at which I think we can look as critically and as carefully as possible.

**Mr. Grande:** Maybe you can take a look at England. Twenty years ago they made education for five-year-olds mandatory. It was legislated 20 years ago.

**Hon. Miss Stephenson:** I'll be glad to provide you with several articles which have come to hand very recently about the educational program in England, which I do not think we should hold up as any major example at the present time.

**Mr. Grande:** Obviously you can take articles from England, from California, from wherever you want, that prove what you want them to prove. You can search out articles that prove the opposite of what you do not want to do. But you are talking of giving children equal educational opportunities, and you have admitted yourself that in this province and on this particular day children do not all have equal educational opportunities.

**Hon. Miss Stephenson:** In terms of junior kindergarten.

**Mr. Grande:** That's fine.

**Hon. Miss Stephenson:** I do not know at this point whether that is valid in education or not, quite honestly. We had to make a difficult decision related to the opportunity for children across the province, the validity of the educational experience and the numbers of dollars available.

All of those items had to be taken into account at the time the decision was made. The decision was taken in January and was announced to the boards, so they would have time to rearrange their order of structure within the school system in order to accommodate it.

**Mr. Grande:** Just admit that that particular decision you made back in January 1979 was, at best, premature.

**Hon. Miss Stephenson:** I don't know that at this point. That is your opinion.

**Mr. Grande:** All right. Let me go on to the other point regarding the full-day kindergartens.

Since when have you been totally funding the Toronto Board of Education for full-day kindergarten, the 10 full-day kindergartens they have across the city? To the best of my information you have not provided any money for that.

You have said, "Here is a child who will be considered half a child in terms of the grants"—what is the word I want? You do not consider the full pupil; you consider half a pupil for the half-day-kindergarten grant. Then the board has to provide the rest of the money from funds raised from the local property tax.

My understanding is that your assistant said you were totally funding them. When did that take place?

**Hon. Miss Stephenson:** The funding is for the research study. That is what we are funding.

**Mr. Grande:** Oh. You are funding the research for the Toronto Board of Education. Since when have you been doing that?

**Hon. Miss Stephenson:** For the one study which the Toronto board is involved in, which is a comparison study. It began on November 15, 1979.

**Mr. Grande:** That is with regard to inner-city children? Bates?

**Hon. Miss Stephenson:** A comparison of full and half-day programs; Mr. John Bates.

**Mr. Grande:** You are providing the money for the research component of that program which will go on until when, 1983?

**Hon. Miss Stephenson:** It is due September 30, 1983—the 1982-83 year.

**Mr. Grande:** That is a change from what you were saying last November in these estimates. You were not willing to provide any money for the research component. I specifically asked you that question and you said no.

**Hon. Miss Stephenson:** You asked me to continue funding the kindergarten programs in order to allow the research to be done.

**Mr. Grande:** There were two separate questions, Madam Minister. One was in respect of the Ottawa area, to continue with that program—

**Hon. Miss Stephenson:** The question you asked was whether we would continue to fund the program in order that the research would be done. I said we could not continue to fund the program in order to do the research. I did not say that we would not fund

the research. The research is already being carried out; it is almost completed.

**Mr. Grande:** Let's leave it at this point. Maybe one day, just for the sake of argument and for the sake of the record, I will pull the 1979 or 1978 estimates of the ministry. At that time you explicitly denied that you would provide any money to the Toronto Board of Education for the research component of the 10 programs they have.

5:10 p.m.

**Hon. Miss Stephenson:** As a matter of fact, I think we alluded to the fact that we were involved in supporting the research study which was being carried out.

**Mr. Chairman,** it seems to me that equal opportunity really is the issue here, because what we have to do, as a ministry, is provide the funding in order to permit the boards to establish equal educational opportunity. If we provide more in one area than in another, then the boards are obviously either going to take advantage of it or not take advantage of it. But it is up to the boards to make that decision.

Our responsibility is to ensure that they have the ability to make the decision. Since it was not possible this year to provide the kind of funding to give the boards that leeway, the decision was taken to curtail full-day kindergarten in order to continue to provide the opportunity for half day on an equal basis across the province.

**Mr. Grande:** If your understanding of equal educational opportunity is that the boards of education have a certain amount of money for each child, without taking a look at those particular students' needs, that is your concept. I happen to think it is a shallow concept.

**Hon. Miss Stephenson:** That is precisely what we are looking at. The question you have raised has to do primarily with inner-city children. That is the question Mr. McClellan raised as well.

If there is some rationale for purposes of education for those children to expand beyond a half-day program, that is what we need to know. We need to know which of the programs has a higher priority than the others.

The concept Mr. McClellan continues to propound is that we should be funding full-day kindergarten for inner-city children. That is a question I cannot answer at this time. That is what we are trying to find out.

**Mr. McClellan:** Your approach reminds me of a cartoon in Pogo from the early 1960s when they had a donkey from Cuba. His

line was, "Food shortages will be distributed among the people." It seems to me that is precisely the same approach you are taking. To you, equality of educational opportunity is to cut back. Wherever there is shortage in your allocation, it will be equally distributed to everybody. I say, basically, "Phooey on that."

**Hon. Miss Stephenson:** And I say "phooey" to your allegation as well, because it is equally ludicrous.

**Interjection:** That's what you are doing.

**Mr. McClellan:** It's totally accurate.

**Mr. Sweeney:** Given the discussion on equal educational opportunity, may I sketch a scenario for the minister and ask how she would resolve it?

My understanding is the public and separate school boards in Ottawa are of relatively equal size at the elementary level, give or take a few. If those two boards presently having full-time kindergarten are now faced, effective September 1980, with either dropping back to half time and retaining ministry funding, or continuing full time and picking up the other half on their local property-tax base, given the clear understanding that the Ottawa public board has a much richer local tax base from which to draw, I suggest that would mean one extra mill on the public school ratepayer to fund their full-day kindergarten and would mean several extra mills on the separate school ratepayer to fund their full-time kindergarten. How many more I am not sure. I do not know what the ratio is in Ottawa. But I think we would agree it would be different.

On that basis it is possible the public school board might be able to justify financially continuing to operate their full day. The separate school board may not be able to. That would almost lead some parents to have to make the decision, if they believed this was a valid form of education, to switch their children from separate schools to public schools.

I suggest to you on that basis, that really isn't equal educational opportunity. If anything like that happens is there or can there be any provision within the grant system to redress that imbalance within one community?

**Hon. Miss Stephenson:** Not at present, but it is a hypothetical situation since the Ottawa Board of Education doesn't have full-day kindergarten programs.

**Mr. Sweeney:** The Ottawa public board. So the reality of that situation would require the Ottawa public board to decide to move in that direction.



**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** And then that would place the Ottawa separate board in the awkward relative situation.

**Hon. Miss Stephenson:** That's right. Yes.

**Mr. Sweeney:** I appreciate your comment that under those circumstances it is a hypothetical situation. If it happens I expect the minister would take a look at it.

**Hon. Miss Stephenson:** I don't think it's going to happen.

**Mr. Sweeney:** Is the same thing true in Carleton, by the way? I am not as familiar with Carleton.

**Hon. Miss Stephenson:** Yes. The Carleton board doesn't have them either.

**Mr. Sweeney:** Right. Okay, thank you.

**Mr. Chairman:** This will end the discussion on full-day kindergarten. We will go on to the grant to the Canadian Education Association.

**Mr. Sweeney:** I have no questions.

**Mr. McClellan:** When you are finished with grants, there is one item I want to take up under main office, but I'll wait until we finish the discussion on all the grants.

**Mr. Chairman:** All right. The Canadian Education Association. Grant to the council of Ministers of Education and interprovincial programs.

**Mr. Sweeney:** Just one. We raised the question last year as to whether or not there had been any discussion about agreement on basic education programs, such as math and English. Has there been any change?

**Hon. Miss Stephenson:** No. There has been discussion, as you know. A paper was presented to the council in January. Two areas are being explored at present related to mathematics and potentially, one would hope, to physical science, as the initial activities.

**Mr. Sweeney:** There was a comment from the Premier, Madam Minister, recently—

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** —about some commonality, I think for Canadian history programs. Where does that stand?

**Hon. Miss Stephenson:** It's still being pursued. There is some concern among various provinces. Ontario would like to move in the direction of developing some commonality of curriculum resources in both history and geography. Geography was one of the areas we explored. I'm not sure that will be pursued at this time but the history subject was particularly sensitive, as you might be aware.

**Mr. Sweeney:** No agreement at present?

**Hon. Miss Stephenson:** There was no agreement that we would move in the direction of history.

**Mr. Sweeney:** Have there been any serious discussions about a common school period? We now have 11, 12, and 13 years, depending upon the jurisdiction.

**Hon. Miss Stephenson:** No, that has not been discussed.

**Mr. Sweeney:** Does it appear to the minister that it is something that concerns the other ministers?

**Hon. Miss Stephenson:** What, the length of our school program as compared to all the others?

**Mr. Sweeney:** Right. Well, I'm not saying concern them but—

**Hon. Miss Stephenson:** No. It doesn't seem to concern the other ministers. It is certainly of concern to us and it's one of the areas of exploration of the secondary school education review board.

**Mr. Sweeney:** The fact that some grade 12 graduates are able to come into Ontario universities in year one, compared to our grade 13 graduates going into the same university in year one, is this part of your secondary school study?

**Hon. Miss Stephenson:** Yes.

**Mr. O'Neil:** When you say it's a continuing study, do you mean you're looking at reducing—

**Hon. Miss Stephenson:** No, I said it was part of the examination of secondary school education in this province. The review project has that as one of the items they must look at and make recommendations about.

**Mr. O'Neil:** Are they close to any recommendations?

**Hon. Miss Stephenson:** No, the project has just begun. The final blueprint, I would think, would be available to us early in April of next year.

**Mr. O'Neil:** But it is looking at possibly reducing—

**Hon. Miss Stephenson:** I don't know whether they are going to suggest reducing it or not. This is an item that has been raised with the steering committee as a matter which should be examined because of the fact that Ontario was somewhat anomalous in terms of secondary school education.

**Mr. O'Neil:** I should know but I don't. Are there any other provinces that have grade 13?

5:20 p.m.

Hon. Miss Stephenson: No.

Mr. O'Neil: They are all just up to the end of grade 12?

Hon. Miss Stephenson: Yes. But there are other arrangements in other provinces for university admission, as I am sure you are aware. So there is not any real commonality as far as that is concerned. But this is a matter we felt—Quebec has, as you know, a 13th year. It is not within the secondary educational system, that's all.

The matter Mr. Sweeney raised a few moments ago related to some common basis for curriculum across Canada. We have supported vigorously the idea that there might indeed be common curricula. But I have to tell you there is no agreement with the Council of Ministers of Education, Canada, regarding this. Each of the provinces has jealously guarded its right to develop curriculum. So we have come to agreement that what we would be developing would be common resources upon which curriculum could be based at the various provinces.

Mr. Sweeney: You would think there would be some level of agreement on the level of achievement expectation by certain age levels for average children.

Hon. Miss Stephenson: That is one of the areas in which there is not common agreement.

Mr. Chairman: Grant to the James Bay Education Centre.

Mr. O'Neil: I do not know much about this. I wonder if the minister could explain what this James Bay Education Centre is.

Hon. Miss Stephenson: It is a secondary education centre for the natives of Moosonee.

Mr. O'Neil: Is it in conjunction with the school there?

Hon. Miss Stephenson: Yes. The James Bay Lowland School.

Mr. O'Neil: Can you tell me any more about it?

Hon. Miss Stephenson: I have not visited it yet but will within the next couple of months. Therefore, I probably should defer to the deputy who has been there more frequently than anyone else.

Dr. Fisher: Mr. Chairman, the James Bay Education Centre is a unique structure in Moosonee. Appended to it are a separate school and a public school as an integral part of the building.

The centre was funded some years ago and it provides a centre for crafts, for li-

brary services, for a nursery school, an adult-education program, and is a centre for Northern College providing programs in apprenticeship and adult upgrading. It has had a chequered financial career in its relationship with government over the years.

One of the foundation problems, of course, is that it is a corporation under the Corporations Act. Five years ago the method of funding was changed in an attempt to get the corporation to meet its responsibilities. Indeed, they have taken those on in a much more vigorous and creative fashion. So the \$100,000 the committee sees before it at the moment is a flat, block-grant, transfer payment under these estimates.

The two appended school boards provide rental moneys to the corporation for their utilization of the plant and the gymnasias and for their portion of the heating and lighting that tie into the building. Those amounts, which are funded basically 100 per cent by the government through those school entities, come to \$100,000 each also. So the total direct funding and somewhat indirect funding capability comes to \$300,000.

To top that off the corporation—and we don't have their last financial statement with us—engages in a relationship with Northern College for the purchase of seats within the institution. There is the sale of artwork, et cetera.

We will be hearing about James Bay again, I am sure, as the government and as members of the Legislature, because we are moving through that cycle of fiscal difficulty once again. There are signs the people and the members of the board wish to talk to our people about their fiscal future. So tomorrow night in Timmins' Senator Hotel members of the board will be meeting with our regional director to start looking again at the financing of the James Bay Education Centre.

Mr. O'Neil: Is it just that they do not seem to have enough money to do what they want to do?

An hon. member: That's the problem.

Dr. Fisher: If you recollect, about five years ago we had a discussion about that question; it's related to a number of factors. They range from over-ambitiousness on the part of certain members of the corporation to an over-extended ambition that has plagued the centre for a number of years.

When that was rectified things went along until they again over-extended themselves, in my opinion, with what they are attempting to do such as, sales of gravel on the expectation that we were going to have a final link-

age between Moosonee, and a road bed, and other kinds of things.

Secondly, there has been creation of the James Bay Lowland secondary school on the abandoned air force base in Moosonee and that has had a very healthy impact on the community. There are more native students there who have turned away from the program being offered at the centre. They are finding their education within the context of that secondary school.

The unique aspect of the building itself architecturally, I submit, is that while it matches the liquor store in its design, it was not, I would think, architecturally sound to put a plant like that in that particular area. As a result we have some structural faults coming to bear on the plant which is giving them concern also.

There are a host of variables that have plagued this entity, one of which from the other side of the table, from the corporation side, is an inadequate financial future, but there are other arguments against that.

Mr. Sweeney: To what extent does the overriding division called senior and continuing education, especially the continuing education part of it, bear upon what happens in the James Bay Education Centre?

Hon. Miss Stephenson: In actual fact the discussions that have gone on between the continuing education aspect of the senior level within the Ministry of Education and the community college function within Colleges and Universities have defined specific roles for Northern College within the James Bay Education Centre which are being pursued by Northern College with some vigour.

The senior and continuing education branch of the ministry is no longer a branch if you have looked at the structure provided to you.

Mr. Sweeney: It's listed as a branch within your budget.

Hon. Miss Stephenson: Yes. That has been modified.

Mr. Sweeney: We can talk about that when we come to it. What I am trying to get at is, from what I knew about James Bay before and what the deputy has just described, there is certainly, as I understand it, a continuing education aspect to it and I wonder why it couldn't fit into that.

This the second part of the same question. I know it's frequently referred to as a corporation, but my understanding is that your colleges are defined as corporations with their board and all that. What's the difference?

Hon. Miss Stephenson: They're crown corporations as opposed to a private corporation.

Mr. Sweeney: As opposed to a private corporation; that's the distinction.

One last question, please: There was some discussion a few years ago about the mainland versus the island with respect to the secondary school and the James Bay centre. How is that working out at present? Is the secondary school not on the island or have I got something backwards there?

Dr. Fisher: The secondary school is just north of the centre to which we are addressing ourselves, on the mainland.

Mr. Sweeney: What's on the island?

Dr. Fisher: On Moose Factory Island?

Mr. Sweeney: Right. None of these things?

Dr. Fisher: No, but there is a school jurisdiction.

Mr. Sweeney: Elementary only?

Dr. Fisher: Yes.

Mr. Sweeney: So there is an elementary school on the island and on the mainland you have an elementary, secondary and the James Bay centre.

Dr. Fisher: And a separate school.

Mr. Sweeney: And the centre includes courses, at least, from Northern College?

Hon. Miss Stephenson: Yes.

Mr. O'Neil: You are going up shortly, are you, to have a look at it?

Hon. Miss Stephenson: I think it's in May that I'm going up.

5:30 p.m.

Mr. Chairman: The Franco-Ontarian Centre for Pedagogical Resources.

Mr. Sweeney: I have one question, Mr. Chairman. If I am reading this properly, it refers to the Ottawa and Carleton separate school boards only.

Hon. Miss Stephenson: No. It is situated in Ottawa and it is a nonprofit organization. It was established a few years ago in collaboration with the Ottawa and Carleton Roman Catholic separate school boards in order to try to diminish the severe shortage of, and to improve, learning materials in French for French-language schools. It functions on behalf of French-language schools throughout the province.

Mr. Sweeney: Is the reference to the two separate school boards because far and away that's where the French students are located?

Hon. Miss Stephenson: I think it began there because there was a concentration of



available expertise and materials. The role of the centre, actually, is to gather materials, and to reprint them and to disseminate them throughout the province.

**Mr. Sweeney:** So the operative word here is "collaboration."

**Hon. Miss Stephenson:** Yes. It is also involved now with the development and dissemination of materials which really would be uneconomic for commercial firms to produce because of the limited market for them.

**Mr. Sweeney:** Thank you.

**Mr. Chairman:** Grant to Ontario Metis and Non-Status Indian Association.

**Mr. Sweeney:** I have one question, Mr. Chairman. Perhaps the minister can bring us up to date on the current situation with, as I understand it, the separation of the native people from the nonstatus and Metis people with respect to education. What is happening right now?

**Hon. Miss Stephenson:** As you know, we had developed, in August 1978, the Ontario Native Education Council which involved representatives of all groups of native peoples together with representatives of provincial and federal governments. There was a period of activity, for about five months, which was primarily dedicated to the structural and organization pattern which that group would become involved in. That resulted in some disagreement and difference of opinion.

A decision was taken on August 2, 1979, to disband the Ontario Native Educational Council as it was structured at the time it was initially funded in August 1978.

There have been discussions more recently with the Metis and nonstatus Indian groups and with the chiefs, who are concerned about native education. We are attempting to develop some kind of mechanism which will allow us to move more vigorously into the areas of curriculum development and support and assistance for native education throughout the province. This mechanism is intended to produce some kind of benefit for both nonstatus and Metis, but we have not persuaded the groups at this point to move back together again in order to address the problems of native education.

There is to be a meeting, I believe, in early May of representatives of the chiefs' group of the status Indians within the province with representatives of the Ministry of Education, in order to attempt to establish the appropriate mechanism and the kinds of links which will be helpful to the nonstatus and the Metis.

**Mr. Sweeney:** My understanding is that the native people—that is, not including the

nonstatus and the Metis—have a sense that they want their educational system to be apart from, different from—

**Hon. Miss Stephenson:** I'm not sure about that, Mr. Sweeney. I think the status group recognize that there are very strong implications for the Metis and nonstatus native people in the development of any kind of educational program which is directed towards improving native education. They do feel, I think, that the kind of structure or function which is developed in co-operation with the federal and provincial governments should direct itself primarily to the status native people. They are aware that there will be some kind of spinoff, or fallout, or improvement, or benefit or whatever you want to call it, for the nonstatus native people as well. That's what we're trying to address right now.

**Mr. Sweeney:** Has there been any holdup in the funding that flows to the status native people?

**Hon. Miss Stephenson:** There isn't any organization at the moment so we can't flow any funding to them.

**Mr. Sweeney:** My understanding was that they had set one up. This goes back to about last November or December. They had set one up on their own which they recognized, which they thought was functioning and operating but I gather that the minister did not recognize it.

**Hon. Miss Stephenson:** The minister did not recognize it. The federal government does not recognize it either. The funding we had established for the Ontario native council was specifically for that council as it was structured, as they agreed it would be structured at that time. We have no authority at the present time because we have not had a request to fund a different kind of structure.

They assumed that because the Ontario Native Educational Council had been established that the funding agreement which had been established with the provincial and federal governments would automatically follow. The authority given to us was to fund the structure which was specifically that of ONEC. We don't have any other authority at this time.

**Mr. Sweeney:** I was given to understand that at that time—again I'm going back to November and December—the status native people were having considerable difficulty in meeting with you or your senior officials to try to argue this out. The word they presented was that you refused to meet with

them. Can you give me your side of that? Obviously there is another side.

**Hon. Miss Stephenson:** I think perhaps that Dr. Fisher should. I had not refused to meet with them. We had asked them for a detailed financial statement which was not forthcoming until February, March or April.

**Mr. Sweeney:** Can someone fill me in as to where the thing is right now?

**Dr. Fisher:** The minister was not available the day she was to meet with the chiefs and I offered to meet with them. They did not arrive. They sent the executive director of the association.

We reviewed the financial situation; we reviewed the history of ONEC. I restated the position of the government relative to the \$7,000 of expectation which was still on their consciousness and they left.

The issue then surfaced again in an all-chiefs meeting with the minister present, and the Premier, and was dealt with as a part of that agenda.

**Mr. Sweeney:** Approximately when?

**Hon. Miss Stephenson:** I guess it was about a month ago now.

**Mr. O'Neil:** What actually happened at that meeting with the Premier? What was decided or acted upon?

**Hon. Miss Stephenson:** The legal status of ONEC was the matter they raised at that point and I believe they were going to seek a legal opinion about it. The Attorney General's office is looking at it as well at this point.

**Mr. Sweeney:** One of the issues that came up at this time and I must admit I wasn't able to go into it deeply enough—perhaps you can assist me here—was some question about the relative standards between those schools operated in the province under the jurisdiction of the federal government and those operated under the jurisdiction of the provincial government.

**Hon. Miss Stephenson:** Under the jurisdiction of the provincial government?

**Mr. Sweeney:** What is the situation towards status native people at the moment with respect to schools operated under the jurisdiction of one or both governments?

**Hon. Miss Stephenson:** A variety of arrangements have been established. Perhaps it would be wise if I let the deputy minister go through that—

**Mr. Sweeney:** There seemed to be considerable concern about the relative merits and I must admit I had some difficulty following the discussion at that time.

**Hon. Miss Stephenson:** One real concern that has been surfacing with some regularity is that any arrangement we make to try to meet the needs of native people not impinge in any way that could be damaging to the treaty relationship they have with the federal government. This is a matter we have attempted to get through but not with much success at this point.

There are a number of ways in which the educational programs are delivered. There are some status Indians attending schools supervised by school boards for which funding is provided.

5:40 p.m.

**Mr. Sweeney:** This would be off their treaty lands?

**Hon. Miss Stephenson:** No, not necessarily. There are some status Indians on reserves attending schools operated by school boards. For example, there are two in—

**Mr. Sweeney:** A native people's school board or a regional district school board?

**Hon. Miss Stephenson:** A regional board. I am thinking of Algoma, for example—of the separate school boards in that area. Students from two reserves there attend schools run by separate school boards.

**Mr. Sweeney:** That could be either on or off the treaty lands?

**Hon. Miss Stephenson:** They are off the reservation.

**Mr. Sweeney:** They happen to be off. What about schools operated on treaty lands?

**Dr. Fisher:** We have no jurisdiction over that situation.

**Mr. Sweeney:** That would be completely federal.

Can you answer my initial question? What is the qualitative difference between those schools? Without getting overly political, what is the general impression among educators?

**Dr. Fisher:** I really cannot respond to that, Mr. Sweeney.

**Mr. O'Neil:** You were saying that you encountered problems between the two. What are those problems you encountered between provincial and federal schools?

**Hon. Miss Stephenson:** I didn't say we encountered problems between federally operated schools and schools over which the province has jurisdiction, which come under the aegis of a school board. The uppermost problem seems to have been that if there is greater participation by the province in the educational program delivered for native children in any one of a number of circumstances, the

structural arrangements that have been developed may damage or impinge upon the traditional federal status-Indian arrangement.

That is the area of concern which the native people have raised. We have raised it as well because we do not want to damage that relationship. There is one there which the native people wish to preserve and—

**Mr. O'Neil:** Could you expand? I don't really understand what you are talking about.

**Hon. Miss Stephenson:** For example, if arrangements are made whereby status native children are educated in a school over which the province has some jurisdiction, we have to be rather sensitive to the fact that the kind of jurisdiction the province exercises over a program may, in some way, be seen by the federal government to be an intrusion upon the relationship between it and the native people. That provides some difficult-to-define problems which I don't think have been adequately addressed at this point.

**Mr. Sweeney:** Can you give me a judgement call as to the likelihood of the resolution between the status and nonstatus people? Are they more likely to end up with two distinct organizations or with one again? Which way has that been going?

**Hon. Miss Stephenson:** I feel at the present time that we are more likely to develop a mechanism whereby the status Indians will have a direct relationship to the Ministry of Education, and there may be some benefit spinoff to the other groups, or we will have two councils. One or the other. It does not appear at the present time that there will be a cohesion back into one group.

**Mr. Chairman:** Miscellaneous grants.

**Mr. McClellan:** I wonder if this would be an appropriate time to adjourn since the House has adjourned? We get into a new item at this point.

**Mr. Chairman:** Is your effort going to take up some time?

**Mr. McClellan:** It may. Are we running into a time problem in terms of the hours available?

**Mr. Chairman:** In terms of the House adjourning, the committee doesn't necessarily run concurrently with the House. I had thought we might be able to complete the first item. Our time is moving along. The second vote is the big vote in the ministry.

**Mr. McClellan:** That's fine. Let me try to be concise.

On the first day I raised the question of the amendments to the Education Act that the minister intends to bring in which will

provide resources to school boards to put in place programs for children with learning disabilities, and also to set out a requirement under the act that children will get service from local school boards in the same way all other children do.

What is your intention with respect to bringing in the amendments? When do you intend to introduce the bill and amendments into the House? Are you still planning to do that this week?

**Hon. Miss Stephenson:** There's a possibility it may be at the end of this week. It is more likely to be at the beginning of next week.

**Mr. Sweeney:** Can you do that? Can you tell me—

**Hon. Miss Stephenson:** I think so, because question period will still continue. Bills can be introduced for first reading, can they not?

**Mr. Sweeney:** There's no legislation next week, that's all I heard.

**Hon. Miss Stephenson:** No, there won't be any debate on legislation.

**Mr. McClellan:** Do you still intend to phase it in over five years?

**Hon. Miss Stephenson:** You will see that when the legislation is introduced.

**Mr. McClellan:** That's fair ball. It's legitimate for me to ask questions here in the estimates around the funding. How much money is going to be in your budget in order to implement the amendments to the Education Act?

**Hon. Miss Stephenson:** That will be announced at the time the legislation is introduced.

**Mr. McClellan:** Is the money in the estimates that are before us?

**Hon. Miss Stephenson:** No, the additional funds are not within these estimates.

**Mr. McClellan:** Will they show up in these estimates? Will the moneys show up and be translated into these estimates?

**Hon. Miss Stephenson:** The funding which is already provided for special education is within these estimates. The additional funds are not within the estimates.

**Mr. McClellan:** Does that mean there will be no money in fiscal 1980-81?

**Hon. Miss Stephenson:** No, that does not mean that.

**Mr. McClellan:** What does it mean? Will you be proceeding by supplementary estimates or will you be revising these estimates for us to vote the appropriation?



**Hon. Miss Stephenson:** The additional funds will be announced at the time the legislation is introduced.

**Mr. McClellan:** You can announce the funds but the Legislature votes money appropriation and my question to you is in what way will that money appropriation be coming before the Legislature?

**Hon. Miss Stephenson:** I obviously have not been entirely correct. It is in here, in total, but is not defined.

**Mr. McClellan:** And you are refusing to tell us what it is?

**Hon. Miss Stephenson:** I have informed boards of education and the Ontario Teachers Federation that the moneys would be announced at the time the legislation is introduced and that commitment is one I should tend to keep.

**Mr. McClellan:** You have a commitment to the Legislature to explain your budget, don't you?

**Hon. Miss Stephenson:** Yes, but you will have time to discuss that because we will still be doing estimates after the announcement is made.

**Mr. McClellan:** Are you sure?

**Hon. Miss Stephenson:** I'm positive. We will obviously be doing estimates next week and the week after that.

**Mr. McClellan:** All right. That's all my concern is. I don't want to make a big deal out of it and it's fair for you to choose the timing of your announcement. I just want to make sure that since the money is in here, hidden away, secreted somewhere—

**Hon. Miss Stephenson:** It's in the total.

**Mr. McClellan:** In the total of what?

**Hon. Miss Stephenson:** Of the GLG.

**Mr. McClellan:** I'm sorry. I'm not the critic here. I don't now what the GLG is.

**Hon. Miss Stephenson:** The general legislative grant.

**Mr. McClellan:** And what vote is that?

**Hon. Miss Stephenson:** Vote 3192, item 12.

**Mr. Chairman:** That's provincial support for elementary and secondary education.

**Mr. McClellan:** Let me not prolong this except to say I hope there's more money in the budget than the \$8 million that was indicated had been granted to you by management board in this document I have. I am not sure what it is. It is a submission to executive committee, which I assume is an executive committee of something within the ministry—I'm not sure of what. The principal author is identified as Dr. G. D. Bergman.

5:50 p.m.

The thing that is disgusting—leaving aside the question of the five-year phase-in, which is disgusting enough—is that in appendix C of these documents there is an indication that the Ministry of Education had asked management board for \$17 million to implement the program under the amendment in the first year, and that management board has slashed that to \$8 million.

Then there is a series of what I can only describe as frantic attempts to rationalize the unfortunate, and to try to find the best way to spend \$8 million, which is less than half of what is indicated in an already inadequate program.

I'll ask you again: Do you have more than \$8 million in the budget for the first year?

**Hon. Miss Stephenson:** That will be announced at the time the legislation is introduced.

**Mr. McClellan:** All right, let's leave that. The minister wants her own timing on it.

**Hon. Miss Stephenson:** I do think the commitment I have given should be carried out.

**Mr. McClellan:** I have no objection. I don't see why you don't announce it, though. Everybody is waiting. It's not that difficult to schedule an announcement in the Legislature. You could do it tomorrow, or Thursday, or Friday; you could have done it today, you could have done it last week. Don't you know how much money you have?

**Hon. Miss Stephenson:** No, I could not have done it because there still are some items to be discussed.

**Mr. McClellan:** I hope the amount of money is one of the items still being discussed and that you will go back to management board and try to get enough money. I'm really distressed that we're into a five-year phase-in period in the first place. I think that means many children in the province, many kids in the school system will never get help.

**Hon. Miss Stephenson:** No, I don't think that's so.

**Mr. McClellan:** I don't know how else you can interpret it. We've been waiting since 1977. I can recall it was in this committee that the first promise of the program was made—Mr. Wells was still the minister and Margaret Birch was the Provincial Secretary for Social Development—and we were under the impression something would be announced in time for the 1978 academic year.

It wasn't a new issue at that point. It had been dragging on for most of the decade. Now we're at 1980 and we're about to have

the promise of 1977 onward and we discover that, while it is not exactly being honoured in the sense that we thought it would be, it will be 1985 before the entire province is incorporated into the program.

Hon. Miss Stephenson: No.

Mr. McClellan: Am I wrong? I hope so. I hope the phase-in is not a bunch of pilot projects in the first year. I hope it isn't as vague and inadequate as is set out in this document. This document has been revised a number of times and this was a version from last year.

Hon. Miss Stephenson: What's the date on that?

Mr. McClellan: This is October 25.

Hon. Miss Stephenson: That's over six months ago.

Mr. McClellan: Yes. You can anticipate our criticisms if the program is—

Hon. Miss Stephenson: I anticipate them anyway, no matter what we introduce.

Mr. McClellan: That's our job.

Hon. Miss Stephenson: I'm not denying that.

Mr. McClellan: This is totally inadequate. This five-year phase-in with \$8 million in the first year would be something like 12 pilot projects. We will wait and see and come back to it at the proper time later in the estimates.

Item 1 agreed to.

On item 2, financial services:

Mr. Sweeney: I have a question but I'm not sure this is where it fits. Excuse me a minute.

The note in the book, Madam Minister, refers to this being for both the Ministry of Colleges and Universities and the Ministry of Education. It leads me to ask again, or from another perspective, the degree of integration within your dual ministry.

How am I to interpret what's on page 26 of your briefing book with respect to two ministries?

Hon. Miss Stephenson: There is an integration of the support services area between the two ministries and that—

Mr. Sweeney: What I'm trying to get at is I understand that the two ministries continue to be budgeted separately. How am I to understand the term financial services with respect to the two ministries?

Is there a splitting of the budget? Does the part that is in here refer only to education or is this one of those areas where there is a single budget for the whole operation? I'm having some difficulty dealing with what appears to be a dichotomy.

Dr. Fisher: The items you see here under this vote are the common services serving both ministries. Therefore, in the area of financial services we would find such things as the communication services branch, the audit office, the personnel branch, computer services, which serve both ministries—all the aspects of Mrs. McLellan's provision with the exception of the Ontario Student Assistance Program, which is a carried item under the Ministry of Colleges and Universities.

That's the rationalization for these amounts of money.

Mr. Sweeney: Let's take, for example, the processing, recording and monitoring of expenditures. That's a cost service that has to be provided. I will pick a figure at random—it costs \$50,000 to do that. Is that \$50,000 completely under the Ministry of Education or am I going to see a parallel figure when we come to Colleges and Universities?

Dr. Fisher: No, you won't see that.

Mr. Sweeney: That is one area where there is no division of expenditures.

Dr. Fisher: That's right.

Mr. Sweeney: It has been allocated totally to one ministry.

How many places do we have that kind of thing? I couldn't find too many others and that one struck me.

Dr. Fisher: Do you have the latest chart in front of you? Perhaps if I went down the structure I could explain some of it.

Mr. Sweeney: Do I have what?

Dr. Fisher: The latest organization chart. Did we not distribute that to the members?

Mr. Sweeney: I don't think so. It's not in the front of the book unless you have it somewhere else. I have the yellow one, is that what you mean?

Dr. Fisher: That will be good enough. Perhaps I could talk to that.

We will go quickly but you will see the Ministry of Colleges and Universities, a bracketed entity on the left-hand side—

Mr. Sweeney: Yes.

Dr. Fisher: That is discretely accounted for in the accounts as a charge to the Ministry of Colleges and Universities estimates and will be dealt with when those estimates arise.

To the right-hand side you will find bracketed the Ministry of Education, and the entities in that section are indeed charged to the Ministry of Education with two exceptions: The carrying amounts for the private vocational schools and the nursing assistance

schools are seconded into that area from the Ministry of Colleges and Universities and will be dealt with when we come to those estimates.

The middle portion bracketed, common services, are, as I explained, carried under the Ministry of Education vote and items with the exception of the one dealing with the student awards or OSAP and bursary program. That is the only exception we have.

Mr. Sweeney: Okay, at this time I don't want to challenge that. I just wanted to understand how it was operating.

Dr. Fisher: Just a final point. In terms of the items you are saying, they are carried with one ministry or the other. Obviously, they are carried in separate packages. That's why we are dealing with this now. We had to make the decision in the common services area of which to go with and we chose education.

Mr. Sweeney: That's the only question I had.

Item 2 agreed to.

The committee adjourned at 6:03 p.m.



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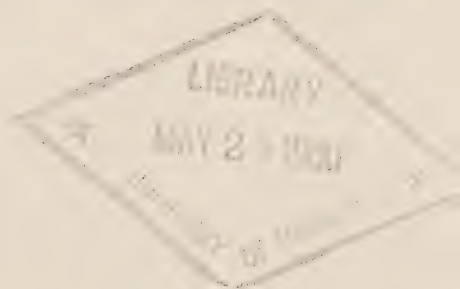
Ontario

No. S-9

# Legislature of Ontario Debates

## Official Report (Hansard)

**Standing Committee on Social Development**  
Estimates, Ministry of Education



**Fourth Session, 31st Parliament**  
Tuesday, April 29, 1980

Speaker: Honourable John E. Stokes  
Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

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TUESDAY, APRIL 29, 1980

The committee met at 3:40 p.m. in committee room No. 1.

### ESTIMATES, MINISTRY OF EDUCATION (continued)

On vote 3101, ministry administration program; item 3, supply and office services:

**Mr. Chairman:** I will call the committee to order.

When we adjourned last night we were on item 3, supply and office services. Any questions or comments with respect to item 3?

**Mr. Sweeney:** Mr. Chairman, I'm sorry. I do not think there is.

Item 3 agreed to.

Items 4 and 5 agreed to.

On item 6, analysis and planning:

**Mr. Sweeney:** Mr. Chairman, I have a question for the minister. I notice what I would call a fairly significant reduction in the estimates for 1980-81 compared to those for 1979-80. As the minister will recall, we have always raised some concerns about the whole question of planning.

To what extent does this reflect a lessening of the planning need? To what extent does it reflect that the situation is so well under control you need to spend less money? How are we supposed to read that? It is less even than the money actually spent in 1978-79.

**Hon. Miss Stephenson:** The activity which has been reduced significantly is the area of research, which had to be reduced to ensure we would have the appropriate funds for other activities.

**Mr. Sweeney:** Is that research on ministerial operations or on education generally?

**Hon. Miss Stephenson:** It's general funding.

**Mr. Sweeney:** Would that include the contract research put out to such places as the Ontario Institute for Studies in Education? Roughly what kind of reduction are we talking about percentage-wise? Where would I locate that? I was not able to spot that in your briefing paper.

**Hon. Miss Stephenson:** It is approximately \$186,000.

**Mr. Sweeney:** I am looking at page 40 and I do not see a figure. What one should I look at?

**Hon. Miss Stephenson:** On the Ministry of Colleges and Universities side it is a reduction of approximately \$186,000; for French-as-a-minority language, a reduction of about \$267,000; and on Education and the Ontario assessment instrument pool, a reduction of about \$604,000.

**Mr. Sweeney:** Is that under the heading on page 40 called "services"?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** That is where it is located, is it? I guess that is why I could not find it. Looking briefly at the figures you just gave us, we are talking about \$1.2 million: \$600,000, \$400,000 and \$200,000.

**Hon. Miss Stephenson:** One million.

**Mr. Sweeney:** What does that do to the research component of the ministry's operations? I realize that is an open-ended service.

**Hon. Miss Stephenson:** There are certain research activities which were intense over the last two or three years, particularly in the area of the assessment instrument pool. The basic activity there has been carried out. Further activity will be carried out, but the intensive development of that capacity required a fair amount of additional research, which is one significant area of reduction.

**Mr. Sweeney:** What research does the minister's office do that could not be called educational research in terms of ministerial research for its own purposes? Is that a significant portion of its budget or is it fairly small?

**Hon. Miss Stephenson:** Quite small.

**Dr. Fisher:** There is quite a research function related to planning in that whole division. One could say the activity under the research and planning branch and the other branches in that particular division is devoted from a manpower way to research related to planning. It is our own research. The liaison function, in a sense, is a research activity.

**Mr. Sweeney:** According to the chart you gave me yesterday, this is one of the areas that covers both ministries but is funded under the Ministry of Education, so that reductions in the research facility would also include the Ministry of Colleges and Universities aspect.

**Hon. Miss Stephenson:** Yes. The first figure I mentioned to you was in that area. I should point out that the minister's office doesn't do research specifically. We don't have a research budget in the minister's office.

**Mr. Sweeney:** Would the approximately \$600,000 allocated to the secondary school review come under the heading of research or does it come somewhere else?

**Hon. Miss Stephenson:** We have not so classified it.

**Mr. Sweeney:** What would it be called within your ministry? How would you label that?

**Hon. Miss Stephenson:** It is a specific project related to education which involves, in the broad definition of research, some research activity but it's not in this vote.

**Mr. Sweeney:** I have no more questions.

**Mr. Bounsall:** Am I to understand that the main saving in this ministry was in the research and evaluation section? Have the amounts of money this year relative to other years decreased in the contractual research? Is this the major saving in this area?

**Hon. Miss Stephenson:** In which area do you mean?

**Mr. Bounsall:** There is the overall ministry figure. I can read that. The major drop has been in the services but in your explanation it breaks it down into three areas, one of which is research and evaluation dealing with your contractual research programs. Does most of the saving come under those contractual services related to contractual research programs?

**Hon. Miss Stephenson:** In terms of the total ministry, no. It's not most of the savings.

**Mr. Bounsall:** Run through it again.

**Hon. Miss Stephenson:** It's an important part of the savings but it's not the only area.

**Mr. Bounsall:** I didn't say it was the only area. Is it the major one?

**Hon. Miss Stephenson:** It is one of the largest but I'm trying to think of some of the other areas. It is a significant component of that.

**Mr. Bounsall:** What contractual research had the ministry considered for this year which it has decided not to do in terms of

cutting back the contractual research expenditure? What projects did you have in mind which you have decided not to do in this current year?

**Mr. Penny:** I think all the planned projects will be carried out. The implication is that we are going to have to be more careful in responding to future requests.

**Mr. Bounsall:** You say the planned projects, the ones that are—

**Mr. Penny:** We try to arrange the research fund to maintain certain funds for exigencies. We are a service unit for other parts of the ministry and as branches develop and mature plans they request contractual research. We will be able to respond to fewer requests, but the things that are on the books and the major priorities of the ministry are looked after within the amount which is budgeted.

**Mr. Bounsall:** Okay, I don't want to duplicate time and effort here. If this wasn't covered yesterday in regard to what the Ontario Institute for Studies in Education was doing in the way of contractual research for the ministry or other research going out, could you tell us what contractual research you are currently supporting?

**Hon. Miss Stephenson:** It was within the documents provided yesterday.

**Mr. Bounsall:** Was it?

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** All within the documents provided yesterday?

**Hon. Miss Stephenson:** Yes. There is another significant reduction in overall expenditure which approximates the reduction in research—approximately \$1 million—which is in learning materials development.

**Mr. Bounsall:** Because that project is finished?

**Hon. Miss Stephenson:** Not entirely finished, but there was a major reduction in that amount.

**Mr. Sweeney:** May I ask one more question? I am having difficulty locating this within the minister's budget, and it just occurred to me in the last few minutes that maybe it's in here, where the minister has in the past put the money for regional professional development programs for teachers. I can't find it described in the budget anywhere.

By any chance is the \$200,000 in this vote? 3:50 p.m.

**Hon. Miss Stephenson:** It is not in the budget this year.

**Mr. Sweeney:** Where was it previously?

**Hon. Miss Stephenson:** That I don't recall.

**Mr. Sweeney:** There's nothing here called professional development.

**Hon. Miss Stephenson:** Professional development, right.

**Mr. Sweeney:** Is that the way it was defined earlier? Would that come under this vote or would it come under the education program vote?

**Hon. Miss Stephenson:** Under program.

**Mr. Sweeney:** Under the education program. All right.

Item 6 agreed to.

Item 7 agreed to.

On item 8, audit services.

**Mr. Bounsall:** I have one question. The expenditure here has increased and it's due to increased responsibilities. What are those increased responsibilities? Have you changed your audit system in such a way as to require additional expenditure?

**Hon. Miss Stephenson:** It includes both the audit for the Ministry of Education and the Ministry of Colleges and Universities.

**Mr. Bounsall:** But not in this vote.

**Hon. Miss Stephenson:** Yes, in this vote. This is the area in which there has been an integration of services between the two ministries and, except for student assistance, they are being carried under the Ministry of Education vote.

**Mr. Bounsall:** When we get to the Ministry of Colleges and Universities it will show a reduction from what it was in other years, therefore, because it's all being formally done, except for that one area, under the Ministry of Education. Is that correct?

**Hon. Miss Stephenson:** The internal audit and operational review is combined at this time.

**Mr. Bounsall:** What you are saying is that combination is all shown in this ministry except for the—

**Hon. Miss Stephenson:** It's here, yes.

Item 8 agreed to.

On item 9, systems development and records services:

**Mr. Sweeney:** Mr. Chairman, I'm looking at page 48 of the briefing book. At the bottom it says, "provide academic evaluation services." Does that include the instrument pool or is that someplace else? What does that mean then? What does academic evaluation services include?

**Dr. Fisher:** These are the services provided by this particular activity related to teachers from other jurisdictions who wish to have an academic comment about their qualifications.

**Mr. Sweeney:** Yes, I know what that means.

Item 9 agreed to.

Vote 3101 agreed to.

On vote 3102, education program; item 1, program administration:

Item 1 agreed to.

On item 2, schools for the blind and deaf:

**Mr. O'Neil:** I have a comment for the minister. I don't know whether the minister is aware that the city of Belleville has the Sir James Whitney School for the Deaf.

**Hon. Miss Stephenson:** Yes, I am very much aware.

**Mr. O'Neil:** That's good to know. It is, I think, one of the finest schools in the province and likely in all of Canada.

**Hon. Miss Stephenson:** Yes, I agree with you.

**Mr. O'Neil:** It has a very competent staff. How are the number of pupils in the different schools for the deaf that we have across the province doing, as far as you know? Are the numbers going down or up?

**Dr. Fisher:** Dealing with the schools for the deaf only, in terms of the total there has been a slight increase in numbers since 1974. In 1974 there were 1,165 students enrolled in the schools for the deaf and this year it is approximately 1,055. In particular, the Whitney school in Belleville is down from a high of 372 in 1974 to a little over 300 in the current year.

I can provide more specific data year by year, if you find that reasonably—

**Mr. O'Neil:** No, that's fine. I just wondered what the numbers were approximately.

**Mr. Sweeney:** I have a general question which will overlap items 2, 3, 4 and 5. It doesn't really matter where I bring it in so I might as well introduce it now.

The recent brief from the Ontario Teachers' Federation in its first chapter calls fairly extensively for better liaison, better communication between school systems—individual school boards and teachers working in them—and those agencies of government providing children's services in other areas. That seemed to be a fairly strong request for improvement.

I realize you have had that brief for a relatively short period of time. I suspect, however, that the request did not surprise you. How do you respond to that request?



Does it reflect a lack of communication? That would be my perception, otherwise the strong wording of the request would not have been of the nature it was, or does it reflect a different view of relationships and liaison then what was there before? How do you plan to respond to that? What do you plan to do with that?

**Hon. Miss Stephenson:** I suppose we responded before we received any indication from the OTF that this was a part of their concern. However, in discussions with members of OTF, members of the Ontario School Trustees' Council, members of the teaching profession, school trustees and a number of others, we have delineated concerns related to the support requirements for many young persons within the school system and initiated some early conversations and discussions with the Ministry of Community and Social Services to attempt to find a better way to co-ordinate the provision of that kind of service.

The area you are specifically pointing out, or the one emphasized in the early part of the OTF brief, was the area of day-care nursery school activity, that kind of concept. This is part of the discussion we are carrying out with the representatives from the Ministry of Community and Social Services. It will be an integral part of the further activity which will go on concomitant with the introduction of the new legislation regarding responsibility of school boards.

I'm sure you are aware that the proposal to establish children's services committees at the local level occasioned some expressions of concern from representatives of the educational system that there was inadequate representation on those committees. We have had discussions about the ways in which that may be rectified, whether or not the children's services committees are the most appropriate way to attempt to co-ordinate services at the local level.

I think the jury is still out. It's at least one route towards that co-ordination. This is a very necessary activity and one I believe, and which my colleague in Community and Social Services believes as well, requires careful examination and assessment and the appropriate redeployment of professionals and other experts to ensure we don't have duplication of service and to ensure that the appropriate service is provided in the areas needed.

**Mr. Sweeney:** So I'm to understand that the children's services committees are at the present time considered by your ministry to be the primary vehicle?

**Hon. Miss Stephenson:** No, they are the primary vehicle established by Community and Social Services. All I am saying to you is that may be a useful vehicle in some areas. In some areas there is no problem. In some areas of the province there is reasonable co-ordination and co-operation in the whole aspect of support services required in education.

The children's services committees may be the appropriate vehicle in some places. I don't know whether it is the appropriate vehicle in all instances across the province. That's what I'm saying.

**Mr. Sweeney:** The thrust of the brief, at least partially anyway, seemed to reflect the movement of more children out of institutions and back into the community. Inevitably, the schools have to get involved with them—other than day care; I recognize that was a specific part of the brief. I'm not referring immediately to day care. It seemed to reflect a feeling of the teachers' federation that it might as well get involved. It's appropriate both for the kids and for themselves that they get involved all the way down the line.

I'm still not sure, in those areas where a children's services committee is either not functioning at all or is not fulfilling this particular task, what other mechanism is available to the teachers or to school boards.

4 p.m.

**Hon. Miss Stephenson:** I thought I said relatively clearly that we were attempting to explore other avenues with Community and Social Services to determine whether there were other mechanisms that might be better. Children's services, where they are established, provide a mechanism which can be used at the present time, but there may be other mechanisms which would be better.

A local support services cum social services committee, not necessarily of the variety envisaged in the children's services committee establishment, is one which is a possibility as well.

**Mr. O'Neil:** I also had a request in my riding from some of the deaf community about funding to set up certain facilities in the city of Belleville to serve the Quinte area. I wrote to the Minister of Health (Mr. Timbrell) and he told us there were certain funds allotted through the main agency, which works out of the Kingston office.

I notice under vote 3102, item 2, schools for the blind and the deaf, educational services are provided for children up to completion of secondary school. With the drop in the number of students attending these schools, in particular the Sir James Whitney

school, has consideration been given to the possibility that certain of the facilities in that school could be offered to the adult community in the Quinte and surrounding areas?

It could serve not only my riding but those of the members for Northumberland (Mr. Rowe), Prince Edward-Lennox (Mr. J. A. Taylor) and Hastings-Peterborough (Mr. Rollins). Has that matter ever been discussed?

**Hon. Miss Stephenson:** Not specifically related to adults only. A number of other issues have been discussed, including provision of a special program for specific kinds of children. That's under consideration right now.

**Mr. O'Neil:** But nothing for adults?

**Hon. Miss Stephenson:** I didn't say that. What I meant was we weren't limiting our exploration of what the facilities might be used for and the time at which it would be appropriate to consider that. Adult education is also a part of our mandate.

**Mr. O'Neil:** Sometimes you react as if I were trying to put you on the spot. I'm not. What I'm looking for is something in the area.

We have the facilities there that are being used for the students. Maybe there is a bit of room or some spare facilities which could be used for a pilot project to service the hard-of-hearing in the area who have to depend upon limited funds from the Ministry of Health.

I just wondered if you are looking at this and would consider my suggestion. I think it would be a very wise move on the part of the ministry and on the part of the school.

**Hon. Miss Stephenson:** One of the invaluable products of Sir James Whitney is the educational experience teachers receive which enables them to go back to their own communities to teach the deaf. Broadening that scope is a very useful prospect, it seems to me.

**Mr. O'Neil:** Could I ask if you would look favourably upon something like this, to see whether we could use that school?

**Hon. Miss Stephenson:** It would most certainly be considered in our examination of the future role of schools such as Sir James Whitney.

**Mr. O'Neil:** There is another point I wanted to raise. You may remember this from the days when you were the Minister of Labour.

I recall there was dissension in some of the schools for the deaf. It seems some of the employees belonged to a different union and there was some question as to whether or

not they were receiving a strong enough voice in some of the decisions that were made.

**Dr. Fisher:** Yes, that is true. I think in the early days of the formation of that particular teachers' collective there were some disagreements expressed between the teachers in correctional services; those in the school for the deaf and blind and those in the developmental centre schools. That is true.

**Mr. O'Neil:** Has that more or less settled down, or are there still some problems?

**Dr. Fisher:** I can only say there seems to have been unanimity at the bargaining table over the last two years.

**Mr. Bounsall:** I gather that the enrolment has dropped in schools for the blind and deaf. By how much has it dropped, and how much staff reduction has resulted?

**Hon. Miss Stephenson:** The enrolment decline has been gradual. As the deputy said, it was 1,165 in 1974. The estimated total enrolment for 1980 is 1,055—it was 1,063—in all of the schools. That includes the Roberts and Whitney schools, the Drury school at Milton and the Macdonald in Brantford.

Staff in 1979-80 was 807; in 1980-81 it is projected to be 795.

**Mr. Bounsall:** The reduction was from 807 to 795. What was the reduction in students?

**Hon. Miss Stephenson:** The reduction in students is from 1,063 to 1,055, but that's an estimate at this point.

**Mr. Bounsall:** Is the number of teachers you will be dropping by September 1980—the 12 represented by the reduction from 807 to 795—also an estimate?

**Hon. Miss Stephenson:** This is as a result of the agreement which was struck with the Ontario Provincial Schools Authority teachers' federation. I think it came into effect on April 1, 1980, and obviously is projected for the end of the school year.

**Mr. Bounsall:** Here again, in terms of the year's quota we have a very small drop in pupils but a very large drop in staff. Using your estimates, we have an estimated pupil drop of eight and a staff drop of 12.

**Hon. Miss Stephenson:** There was a fairly long-drawn-out negotiation period this year.

**Mr. Bounsall:** I recall that.

**Hon. Miss Stephenson:** One of the matters under discussion was the appropriate reduction, which had not been addressed in earlier negotiations. The number refers to total staff, not just teachers. In actual fact most of the reduction is in support staff, not teachers.

**Mr. Bounsall:** Was there any reduction in teachers?

**Hon. Miss Stephenson:** I don't know that at this point. I am not sure I have it. There were 281 teachers in the institutions as of January 31, and there are 281 in the contract.

**Mr. Bounsall:** So I gather there are no teacher reductions and that the reduction is all in the area of support staff. I hope this is the case and there is no reduction in teachers, since the projected drop in students is only eight.

**Mr. O'Neil:** Was that a reduction of eight in the pupils or in the teachers?

**Hon. Miss Stephenson:** There is no decline in the number of teachers.

**Mr. O'Neil:** Could I get the figures for Sir James Whitney, the number of pupils and the number of staff?

**Hon. Miss Stephenson:** The estimated number of students for the year 1980 for Sir James Whitney is 305. I don't know what the exact staff figures are at this point. We will get them for you.

**Mr. Sweeney:** My last question in this area overlaps again on items 2 and 4.

Can you tell me the validity of, and your response to, a letter sent to you last November from Oscar Laprise of the Federation of Provincial Schools Authority Teachers, in which he says, "We are writing to inform you that your ministry is in continuous violation of Regulation 704 with respect to maximum class sizes"? The reference is to the senior school for blind students in Brantford and to the training school in Cobourg.

He goes on to point out that the ministry is in violation of its own regulation with respect to class size.

4:10 p.m.

**Hon. Miss Stephenson:** I recall the letter and I recall responding to it. I will get you the response.

**Mr. Sweeney:** Is it your recollection that this was happening?

**Hon. Miss Stephenson:** I think there was some disagreement about the way in which the regulation was applied, but don't hold me to that. I do recall the letter, and we do have a response to it. I will get it for you.

**Mr. Sweeney:** Is it your recollection that the matter has been satisfactorily dealt with or is it still a matter of dispute?

**Hon. Miss Stephenson:** To my knowledge it is no longer a matter of dispute. As far as I know, there has not been a further letter from that individual.

**Mr. Sweeney:** That is all I have on item 2, Mr. Chairman.

Item 2 agreed to.

On item 3, educational programs in developmental centres schools:

**Mr. Sweeney:** Madam Minister, what is the relationship in a community between developmental centres schools and the local school board?

**Hon. Miss Stephenson:** In most instances the developmental centres school is a school which is operated under the Provincial Schools Authority rather than under the auspices of a school board.

**Mr. Sweeney:** What is the relationship? That is what I am trying to get at. Since most of them are in—

**Hon. Miss Stephenson:** Board areas?

**Mr. Sweeney:** All schools are in board areas, I guess. That's true.

**Hon. Miss Stephenson:** There is really no direct relationship between those schools and the local school board.

**Mr. Sweeney:** No more so than there would be for the school for the blind or a training school or any other that operates under the Provincial Schools Authority?

**Hon. Miss Stephenson:** They come under the Provincial Schools Authority.

**Mr. Sweeney:** Staffing as well?

**Hon. Miss Stephenson:** Staffing as well.

**Mr. Sweeney:** Thank you.

**Mr. Bounsall:** I have a question under this vote which also relates to item 5. I guess it is a case of not having in my mind a clear picture of who goes to which school.

Developmental centres schools, as well as dealing with the emotionally and socially mal-adjusted, deal with those with multiple handicaps, which is what schools for the learning disabled also appear to be dealing with. How does one relate to the other?

How does a school board with a child who has a multiple handicap place the child in a developmental centres school rather than in a school for the learning disabled? I gather the problem lies in the fact that there is a residential program in both schools. Where does the educational dividing line come?

**Hon. Miss Stephenson:** It is not an educational dividing line; it is a health dividing line. The primary consideration in the referral of the child to a development centres school is the health diagnosis which has been made relative to that child. The primary purpose of locating the child in that



facility is to have the child's health needs met within a residential component. The educational program is secondary to that.

**Mr. Bounsall:** So, basically there is an emotional problem in most cases of those in developmental centres schools?

**Hon. Miss Stephenson:** No.

**Mr. Bounsall:** There are some straight health problems as well?

**Hon. Miss Stephenson:** Yes. They are, as you know, very frequently children with severe retardation. In addition, many of them have multiple handicaps.

**Mr. Bounsall:** How many of these centres do you have in Ontario?

**Hon. Miss Stephenson:** Thirteen altogether.

**Mr. Bounsall:** They are viewed more as a community resource than would be the schools for the learning disabled.

**Hon. Miss Stephenson:** Yes. That would be an appropriate statement.

**Mr. Bounsall:** Are there any plans for expansion of the developmental centres schools? If it is a community-based facility, one would hope you would expand them to all the major communities. Is there a plan for that expansion?

**Hon. Miss Stephenson:** As you know, there are other institutions in which some of these young people reside. As a result of an agreement established several months ago among the Ministry of Health, the Ministry of Community and Social Services and the Ministry of Education, we are reviewing the potential benefit of a program for those young people in other facilities.

So the concept may, indeed, be expanded. I can't tell you whether those facilities will be designated as developmental centres, because they come under the aegis of Community and Social Services.

**Mr. Bounsall:** Those other ones that you are talking about?

**Hon. Miss Stephenson:** Yes. So do the developmental centres. They are primarily institutions for the care of individuals in which the educational program is provided.

**Mr. Bounsall:** The expenditure for this ministry is entirely on the educational side?

**Hon. Miss Stephenson:** Yes.

**Mr. Kennedy:** Could I ask the minister a supplementary? Do they go up to age 21?

**Hon. Miss Stephenson:** The responsibility is to age 21 in terms of educational program.

**Mr. Kennedy:** I had an inquiry the other day. Red Oaks, which is for younger chil-

dren, has apparently grown out of its original capacity and is being closed down. The children are being moved to one of the elementary schools which are being closed because of declining enrolment in order to provide more space to accommodate them.

I think Red Oaks was the first such school to be announced by Hon. John Roberts when he was Minister of Education. He started on that program some 15 years ago.

With regard to your answer to Mr. Bounsall, is this an expansion of the numbers or—

**Hon. Miss Stephenson:** What is happening is we are exploring with a great deal of vigour the possibility of benefit for a larger number of people institutionalized in the province by means of a program in which education may play a significant part. That does provide for the possibility of expansion of the educational program. We do not know the actual size of the projected increase at this point, but the assessments that are being carried out will define that for us within the next several months.

Item 3 agreed to.

On item 4, educational programs in training schools:

**Mr. Sweeney:** I have what I could only call a rather devastating report. I am sure the minister has received it. It is called Education in Correctional Institutions, and is dated January 1980.

As I go through it I find that the point is made over and over again that the quality of educational offerings in our correctional institutions is not very good. I would assume that the training school is a form of a correctional institution.

**Hon. Miss Stephenson:** Whose report is this?

**Mr. Sweeney:** It is Education in Correctional Institutions, by the Federation of Provincial Schools Authority Teachers, January 1980.

**Hon. Miss Stephenson:** Yes.

4:20 p.m.

**Mr. Sweeney:** There is page after page of what I would say are very damning statements. I don't have evidence to the contrary.

The opening statement says right off the bat that rehabilitation is fashionable but unfunded. That's really the theme of the whole book. Over and over again, the failure of either the existence of educational programs or the quality of those educational programs. This is a devastating report.

**Hon. Miss Stephenson:** Mr. Chairman, may I remind Mr. Sweeney that training schools

do not fall under the label of correctional institutions?

**Mr. Sweeney:** Does the Federation of Provincial Schools Authority Teachers not come under your jurisdiction?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** And what they do in those centres comes under your jurisdiction?

**Hon. Miss Stephenson:** If in training schools, yes. I think the quarrel is a result of reduction of educational programs provided for inmates of correctional institutions who are there on a relatively short-term basis.

There has been a reduction of some specific educational programs in some of those educational institutions for very short-term prisoners because it was felt there was not sufficient time to provide an adequate educational base for many of them. The training schools are quite different.

**Mr. Sweeney:** Who has the first say as to the educational program that is offered in training schools and/or correctional institutions? I don't know where else we are going to bring this up.

**Hon. Miss Stephenson:** In training schools, the Provincial School Authority has responsibility for the establishment of a program and the provision of teachers. I guess those who were responsible for that document are employees of the Provincial Schools Authority, but the institutions are the responsibility of the ministry who fund and establish the institutions.

**Mr. Sweeney:** Okay. What I'm trying to get at then, Madam Minister, is that within the training schools, coming under the jurisdiction of the Ministry of Community and Social Services, correctional institutions coming under the jurisdiction of the Ministry of Correctional Services, in all other functions, it was my understanding that the educational component under those two ministries was your responsibility.

Is that right?

**Hon. Miss Stephenson:** The educational component, specifically, of the training schools program is under the authority of the Ministry of Education.

**Mr. Sweeney:** All right, let me come back to my question then. In that context, if there is a disagreement as to what should be done educationally: How much; of what type; for what duration; of what quality; what kinds of people are going to provide the service? Who makes those decisions?

**Hon. Miss Stephenson:** The decisions regarding short-term prisoners were made in

conjunction with those who had examined the validity of the attempt to provide an educational program for people who were going to be incarcerated for two months or six weeks, or something of that sort. But the analysis of that does not fall under the Ministry of Education. The educational program for adult inmates provided by the Provincial Schools Authority employs teachers who are not the responsibility of the Ministry of Education.

**Mr. Sweeney:** All right. I'm trying to hear what you are saying. May I translate back and you tell me if I'm getting it or not?

The major decisions are made by the other two ministries. If a decision is made to offer an educational program, you will provide the service but you do not make the decision as to what will be offered.

**Hon. Miss Stephenson:** It depends upon the institution. If the children in the institution, such as training schools, are within the age group for which the Ministry of Education has responsibility, then obviously that falls under the jurisdiction of the Ministry of Education through the Provincial Schools Authority and provision of FOPSAT.

In adult institutions, different kinds of decisions are made and different people are employed. Because they are adults, they are not necessarily under the jurisdiction of the Ministry of Education.

**Mr. Sweeney:** Okay. If they are under the age of 16, which means they are within the mandatory age group for compulsory education, then it is your responsibility to see it is provided, regardless of what the institution itself wants to do.

**Hon. Miss Stephenson:** I'm not sure that's entirely clear.

**Mr. Sweeney:** I'm sorry to belabour this, but it is a problem. The question is: who is calling the shots? When you fall between two ministries—and I'm sure I need not tell you this—where you go and who is doing what becomes a very difficult decision.

**Hon. Miss Stephenson:** The report you are looking at now deals with adult institutions.

**Mr. Sweeney:** I appreciate that. We will come to that later.

**Hon. Miss Stephenson:** That does not fall within the jurisdiction of the Ministry of Education. However, in the training schools educational program, certainly it is our responsibility.

**Mr. Sweeney:** All right. Let me, along that line then, and coming—

**Hon. Miss Stephenson:** I don't know of many 16-year-olds in adult penal institutions.

**Mr. Bounsall:** Is that the cutoff date, as soon as you hit 16?

**Hon. Miss Stephenson:** No, that was the age John was mentioning, that's all. I don't have any figures as far as that's concerned.

**Mr. Rowe:** I might say we have a training school in Cobourg called Brookside which used to be under the Ministry of Correctional Services but after the changeover is now under the Ministry of Community and Social Services. It includes up to age 16; I am not sure if it includes age 16, I guess it does. But the school system is in there certainly.

They hire properly qualified teachers. The teachers contribute to superannuation. It's part of the educational system completely.

**Hon. Miss Stephenson:** Their teachers are under FOPSAT.

**Mr. Rowe:** They get very good attention.

**Mr. Sweeney:** Along those lines, Madam Minister, with respect to short term, would that respond to the news release of the federation last September asking the provincial government to stop sending juvenile wards to the Warrendale assessment centre because adequate educational programs were not being offered? What was the debate on whether or not there was any validity to providing education for short-term people?

**Hon. Miss Stephenson:** No. That was in relation to a specific assessment centre in which some young people were kept until the appropriate assessment could be made regarding their future disposition. I think the concern there was that there was not a specific educational program in the institution which matched the kind of program available in training schools or other schools.

**Mr. Sweeney:** Why was that?

**Hon. Miss Stephenson:** Why did they ask the question?

**Mr. Sweeney:** No, why were the needed and described educational programs not provided at those centres?

**Hon. Miss Stephenson:** Because the young people are there for a relatively short period of time for assessment only, while a decision is made about where they should be sent.

**Mr. Sweeney:** What kind of time lines are we talking about? A couple of weeks or a couple of months?

**Hon. Miss Stephenson:** It varies in some instances, but I think it's not longer than a couple of months. Usually it's considerably shorter than that.

**Mr. Sweeney:** Well, say it was two months—

**Hon. Miss Stephenson:** I'll try to find out the time line or time frame for most of those young people.

I think you should be aware as well that the Ministry of Community and Social Services has had some concern about this and is attempting to negotiate with local boards to provide some supportive educational program within those assessment centres for the short period of time that the students will be there. But that has been a decision which ComSoc took.

**Mr. Sweeney:** With respect to this report, Madam Minister, since we are dealing with education in correctional institutions and it does come under the jurisdiction of the Provincial Schools Authority, would it be more appropriate to hold that until we come under vote 3103-3, Provincial Schools Authority?

4:30 p.m.

**Hon. Miss Stephenson:** By all means.

**Mr. Sweeney:** The minister is being put on record then. I really would like to hear a response to this because—and I realize I am repeating myself—I think it is a very strong statement of educational inadequacy in those institutions.

Either this is right or it's not. If it's right, I would like to know what the minister plans to do about it. If it's not, I would like to see some supporting evidence that what they are saying is not true. That gives the minister a couple of weeks.

**Hon. Miss Stephenson:** Oh, really?

**Mr. Sweeney:** At the rate we're going. That's all I have on the training schools.

**Mr. Bounsall:** One of my concerns when the whole children's services area was developed—and I fully understand that because it co-ordinated all the services to children and the services didn't fall between various ministries—was that you were sharpening up the child-adult interphase which would then start to widen regarding services. We may well be seeing that here in our discussion.

When does your ministry responsibility end with respect to education you talked about here? What is the age cutoff? Is it 16? You may move into a different phase, the adult phase, but does it end at age 16?

**Hon. Miss Stephenson:** Not in all instances, no.

**Mr. Bounsall:** Does it depend upon the institution they are in, whether they go beyond age 16?

**Hon. Miss Stephenson:** There are a variety of age determinants in the different kinds of institutions for which PSA has authority.



**Mr. Bounsall:** In the training schools themselves we're dealing with in this vote, are there variations in age?

**Hon. Miss Stephenson:** Not to my knowledge. I will check on that and inform you because I'm not sure if there are variations. It seems to me there are not but I will get that information for you.

**Mr. Bounsall:** Fine. With respect to the period in which you don't provide education because they are there only short terms, is that in specific reference again to the training schools?

**Hon. Miss Stephenson:** No, that was in relation to the decision of correctional services to discontinue educational programs they had previously provided in some institutions, in which the number of members staying for a relatively long period of time were greater than they are now, with the adjustment in sentencing procedures and in other kinds of activities.

Because there was a very small number of people who were likely to be there a long time and most were there a very short time, it was decided their educational programs would not be particularly beneficial, but that decision was not made by the Ministry of Education.

**Mr. Bounsall:** Okay. Again these are centres that aren't training schools?

**Hon. Miss Stephenson:** That's right.

**Mr. Bounsall:** Definitely not training schools.

**Hon. Miss Stephenson:** Definitely not training schools.

**Mr. Bounsall:** In a training school, when a person is sent there—

**Hon. Miss Stephenson:** There is an educational program.

**Mr. Bounsall:** There is an educational program and they're not sent there on a short-term basis.

**Hon. Miss Stephenson:** Almost invariably they are referred there by the courts.

**Mr. Bounsall:** For a reasonable length of time.

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** And when they are there, the normal routine is an immediate assessment of where that person is and where he would fit in the educational program?

**Hon. Miss Stephenson:** An academic assessment is carried out.

**Mr. Bounsall:** Is there any problem with doing that fairly quickly? My question is how

quickly is it done once the child arrives? Is it within a week?

**Hon. Miss Stephenson:** A total assessment is carried out on behalf of the institution, looking at all aspects of the young person and part of that is the educational assessment.

**Mr. Bounsall:** It falls under that total assessment then?

**Hon. Miss Stephenson:** Yes. I don't know how long the total assessment takes. Do you want me to find that out for you as well? I'll try.

**Mr. Bounsall:** You are engendering another concern in my mind. I can see a child going in there, disturbed the way they often are from their contact with the court and obviously in many cases with their family situation being such that a total assessment is necessary, so you would know what different kinds of needs have to be met, one of them educational. If that total assessment takes some time, do they sit around and not receive education?

**Hon. Miss Stephenson:** No, because many of those young people have been assessed in assessment centres during the period in which the case was before the courts and the decision is made that the child would be best served by a training school.

The educational assessment made at the school at the time the child arrives is a part of that total assessment, but I can't tell you how long the total assessment takes in all instances.

**Mr. Bounsall:** Let me try again. While the child is awaiting sentencing, is he invariably in an assessment centre?

**Hon. Miss Stephenson:** Not invariably, but frequently.

**Mr. Bounsall:** Is it that centre which does the total assessment?

**Hon. Miss Stephenson:** It attempts to carry out the total assessment regarding the appropriate place for the child related to the problem the child appears to have in his relationships with society, but there is not necessarily an educational assessment at that point.

**Mr. Bounsall:** That is done when he arrives at the training school.

**Hon. Miss Stephenson:** That's right. That's when the educational assessment is carried out.

**Mr. Bounsall:** As well as other assessments?

**Hon. Miss Stephenson:** I am sure further assessments are done to supplement the

assessment made before the child arrived. It would be unusual if that didn't happen.

**Mr. Bounsall:** Yes. I was a little concerned as to how long that would take. They are obviously not getting any education in the assessment centre.

**Hon. Miss Stephenson:** That's one of the problems the Ministry of Community and Social Services has looked at because of its concern that some young people are there, not for a long time, but for a relatively significant portion of the year.

I am going to try to find out the average length of time in the assessment centre, which is something I don't know, and ComSoc is attempting to make arrangements with school boards to provide some ongoing educational program for children who are there for any significant period.

**Mr. Bounsall:** Once they have arrived at the training school setting and the educational assessment has been done, what range of educational programs is offered? Is it mainly academic or is there a good facility on the technical side?

**Hon. Miss Stephenson:** Most of the settings have some occupational component to them as well, sometimes agricultural, sometimes other occupational activities.

**Mr. Bounsall:** Are there instances where, if someone has been in a good technical program in the community he has come from and goes into a training school not in his community, but where there may be another well-equipped technical school in the area, does he ever go out from the training school into that technical program?

**Hon. Miss Stephenson:** It is my understanding they do that for a specific program.

**Mr. Bounsall:** The education isn't done wholly within the institution?

**Hon. Miss Stephenson:** No, not necessarily totally within the training school itself.

**Mr. Bounsall:** Is it the rule or the exception?

**Hon. Miss Stephenson:** I don't know. I will try to get that figure for you.

**Mr. Bounsall:** A mechanistic question, or a financial question: There has been a staff reduction in the training school setting. Is that only support staff or has the number of teachers gone down?

**Hon. Miss Stephenson:** The teaching staff has been reduced by two.

**Mr. Bounsall:** Does that reflect a decrease in the number of children in the training schools?

**Hon. Miss Stephenson:** Yes, from 294 to 285 projected for the 1980-81 year. The actual population as of September 30, 1979, was 294; the projection made for 1980-81 is 285.

**Mr. Bounsall:** Was that part of the agreed-upon contract with the provincial school teachers?

**Hon. Miss Stephenson:** Yes.

4:40 p.m.

**Mr. Bounsall:** That sounds as if for two whole teachers you have only a few pupils dropped.

**Hon. Miss Stephenson:** That is through the entire system.

**Mr. Bounsall:** I understand that.

**Hon. Miss Stephenson:** Through seven institutions.

**Mr. Bounsall:** Do you know if there was a presumed oversupply of teachers in one of them? Is that what has caused that two-teacher reduction for a projected drop of only eight or nine students?

**Hon. Miss Stephenson:** I do not know at this point but it certainly was part of the negotiations that went on.

**Mr. Bounsall:** It sounds as if the Provincial Schools Authority might have been a little tough in the negotiations if it reduced by two teachers for a difference of only nine pupils.

**Hon. Miss Stephenson:** That is one to about four.

**Mr. Bounsall:** That is the new ratio with the two reduced.

Item 4 agreed to.

On item 5, schools for the learning disabled:

**Mr. Sweeney:** Mr. Chairman, my understanding is that we are talking of Trillium School and Centre Jules Leger in Ottawa. Are these the only two at the present time?

**Hon. Miss Stephenson:** These are the two demonstration schools that have been established.

**Mr. Sweeney:** What does the word "demonstration" mean in the way you use it? Is it short term? Is it a model for something else that is to come. How do you view them?

**Hon. Miss Stephenson:** It has a number of meanings but one of the most important is that it provides an opportunity for learning experience for teachers who wish to achieve specific qualifications in special education. The project is designed to see how effective we can be in providing a residential program for severely learning-disabled children which

will fit them to return as rapidly as possible to the regular school system.

**Mr. Sweeney:** Would it be similar to what we used to call the old lab schools?

**Hon. Miss Stephenson:** I do not know. What was a lab school? That's before my time.

**Mr. Sweeney:** Basically what it points to is that while one is helping the children one has a teacher-training component going on simultaneously.

**Hon. Miss Stephenson:** Yes, there is a very important teacher-training component.

**Mr. Sweeney:** You almost seem to be suggesting that the training component is as important, if not more important, than the actual service to the children. I am not saying this in a negative way, I am trying to understand the thrust of them.

**Hon. Miss Stephenson:** No, not more, but equally.

**Mr. Sweeney:** You see it very much as a two-pronged focus.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** Where else is teacher training with respect to the severely learning disabled taking place in the province on anything with a comparable scale, or is that literally it?

**Hon. Miss Stephenson:** No. Within the assessment centre in Ottawa and at the Hospital for Sick Children there now are teachers present to ensure there is a multi-disciplinary approach to the assessment of children with learning disabilities. That tends to provide an educational experience for teachers in terms of assessment and projected requirements of students who have that kind of disability, but a residential experience of that calibre is really available in those two institutions.

**Mr. Sweeney:** To what extent will the training program in a residential school for the severely learning disabled—I use that word deliberately—allow a transfer effect to teachers going back to their own local schools where (a) one is not dealing with a residential component, and (b) one is not dealing with students who have the same severity of learning disability?

**Hon. Miss Stephenson:** Capabilities and techniques are learned by the teachers within the residential component which, I believe, are transferable to the problem of children with lesser learning disabilities within the school system and within the educational system. I am optimistic that will have a spinoff at the local level.

**Mr. Sweeney:** Is it the ministry's intention eventually to have enough residential schools in Ontario to eliminate the need for our students to go to schools in the United States?

**Hon. Miss Stephenson:** The role, the function and the effectiveness of the two schools that have been established will be evaluated. The evaluation process is an ongoing one.

The schools will specifically be evaluated to determine relatively shortly the efficacy of this approach as far as children with severe learning disabilities are concerned. The decision will then be made regarding the rate and degree of expansion that should be carried out.

**Mr. Sweeney:** I have been advised that the cost per pupil at Trillium School is in the neighbourhood of \$10,300. That is actually higher than the cost at a number of private schools even within Ontario.

**Hon. Miss Stephenson:** You are talking about a full year.

**Mr. Sweeney:** Yes. Why would the cost be so much higher? The word I am getting is that the service being offered is not that superior, if it is superior at all—that is a very subjective call obviously.

**Hon. Miss Stephenson:** Oh, I see. Would you like to give me the name of that assessor?

**Mr. Sweeney:** Your deputy minister probably knows. I think it is a fair question.

**Hon. Miss Stephenson:** I think we have to explore more than one person's opinion.

**Mr. Sweeney:** Granted.

**Hon. Miss Stephenson:** That teacher-training component is a very significant part of that cost. There is no doubt about that. As you are aware, not all of the students are there for a full year.

**Mr. Sweeney:** I do not think that kind of a debate will get us very far. Let me pass on.

**Hon. Miss Stephenson:** If Mrs. M. would like to establish the same kind of program somewhere, I would be very interested in looking at it.

**Mr. Sweeney:** Maybe.

**Hon. Miss Stephenson:** With the same teacher-training capacity.

**Mr. Sweeney:** Possibly.

Let me come back to those Ontario students who are attending schools in the United States or other nonpublic schools within Ontario. The minister will recall the questioning that took place in the Legislature and her response. I have to paraphrase because I



don't have it in front of me. It was to the effect that you recognized it was not really appropriate for this responsibility to continue to reside within the Ministry of Community and Social Services and that there had been—again, I am trying to guess—ongoing discussions for at least 12 months as to how to resolve this dilemma. Where is that at?

**Hon. Miss Stephenson:** I hope we are on the route to a solution. I cannot tell you precisely how far we are from it at this point.

**Mr. Sweeney:** I realize I am asking you to project, but is it likely that the Minister of Education's picking up of that responsibility would continue to be along somewhat the same lines? Would there be a review of the situation? Would it be recognized that the local board does not have the resources to provide what is needed, and would there be a purchase of service from somebody, if not by the board, then by the ministry? Is that the kind of model?

**Hon. Miss Stephenson:** I could not give you an assurance at this time that all those factors would be part of the result of the negotiations and discussions that are going on. I do not know at this point whether every single one of those would be included or whether some others might be.

**Mr. Sweeney:** I am sure the minister is conscious of the concern of the parents of these children that if there are not enough schools like Trillium in Ontario, and if our boards for at least the next three or four years simply won't have sufficient resources to meet this need, the question uppermost in their minds is—

4:50 p.m.

**Hon. Miss Stephenson:** I'm very conscious of the concerns I think you are going to express.

**Mr. Sweeney:** Where do we go from here? Is the ministry able, at this point, to make a comparative assessment of what is being done in these nonpublic schools and is it meeting the needs, as projected by the ministry?

**Hon. Miss Stephenson:** I would not like to say we are able, at this point, to make the kind of scientific comparison that I think needs to be made related to the two different kinds of institutions you are attempting to compare. That's not going to be easy, mind you, and we can't do it right at the moment.

**Mr. Sweeney:** I'm not sure how to ask this after the way you gave answers a couple of days ago. Will there be any provision within the new special-education legis-

lation to deal with this aspect of the problem, or will that deal only with those services offered directly by school boards?

**Hon. Miss Stephenson:** Yes, there will be; no, it will not deal only with those services provided directly by the school board.

**Mr. Sweeney:** Oh, interesting. Thank you. Did I understand you correctly a couple of days ago—I don't have the Hansard in front of me—to say that we could probably expect that legislation some time next week?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** That's your plan at the moment. The fact we will not be debating legislation will not interfere with your ability to introduce legislation.

**Hon. Miss Stephenson:** No, it can be introduced. It is my understanding that it can be introduced because every day except Wednesday there will be a question period and therefore the orders of the day will be—

**Mr. Chairman:** It simply can't be debated at the same time we are considering the estimates.

**Mr. Sweeney:** All right. Let me come back briefly to this little document on Correctional Services. I don't want to deal with it specifically but just to make the tie-in. I'm sure the minister is aware of the fact that a number of studies have been done which show a very high correlation between inmates of correctional institutions and a degree of learning disability. To what extent is the ministry addressing itself to that question?

**Hon. Miss Stephenson:** Might I suggest that the correlation is probably more direct between a learning deficit and a presence within those institutions?

**Mr. Sweeney:** My understanding, and correct me if it is not yours, was that when the school records of many—I heard a correlation as high as 70 per cent—were checked it was seen that there was evidence of a learning disability at an early age for about 70 per cent of the inmates.

The obvious posit would be that if something had been done earlier it is less likely those people would have ended up in a correctional institution. One goes from there to the fact that the cost comparisons are staggering.

To what extent, in the whole question of dealing with children with learning disabilities, is that kind of factor taken into consideration?

**Hon. Miss Stephenson:** Our concern about identifying those learning disabilities which

can be identified at a relatively early age is what led to the provision introduced last year, or the requirement on the part of boards to have in place early-identification programs. It seems to me that is the initial important step.

The identification does not mean that the appropriate programs will be in place, which is the further introduction of legislation.

**Mr. Sweeney:** To what extent—and I'm not asking you to share cabinet secrets or anything like that—as a general principle is it possible for a minister such as yourself to negotiate funding for a potential program within your ministry that could have, some time down the road, significant financial impact on another ministry? In other words, "Let me have a few million dollars more today and the evidence seems to suggest I will save you five times that much five years from now." Does that kind of negotiation—

**Hon. Miss Stephenson:** I doubt one could project that degree of saving within that short period of time, but I have to tell you anything is possible.

**Mr. Sweeney:** Does that kind of thing take place?

**Hon. Miss Stephenson:** Of course. In our deliberations about the introduction of programs, projections regarding the role of other ministries and other activities for which government has some responsibility are an integral part of the examination.

**Mr. Sweeney:** Does it receive a favourable response?

**Hon. Miss Stephenson:** It certainly receives a favourable hearing.

**Mr. Bounsall:** Could I have a supplementary before I get to my remarks? That would be how I would see the provincial secretary's time being occupied, for social development in this case. What you do normally I should see on a line basis and a functional basis.

But when the savings are not within the social development field, let's say the correctional field, or the justice field, you don't have the same policy secretary over the justice field as you have over social development so there is no one person who looks ahead on a policy thinking-type basis. Where does this thinking take place? Is it hit and miss as it occurs around the cabinet table or is there a super thinker over the presumed thinkers among the various secretariats who does this?

**Hon. Miss Stephenson:** There is a great deal of discussion, most frequently at the policy field which introduces the component, which may have some effect upon another ministry in another field. That minister and the representatives of the field are present to discuss it.

**Mr. Bounsall:** The type of discussion I'm saying should be taking place within a given secretariat takes place between the policy members of the ministries affected.

**Hon. Miss Stephenson:** Yes, and then it goes to the policy and priorities board of cabinet where it is discussed by all the secretaries of the policy field.

One of the real difficulties is to project, although there may be some apparently relevant compelling evidence, that an activity specifically within one ministry will have a beneficial effect on the responsibilities of another ministry. It is difficult in many instances to develop a close cause-and-effect relationship so that one can project on the basis of whatever information one has developed some time frames and projections about what may happen.

**Mr. Bounsall:** I can understand—

**Hon. Miss Stephenson:** The difficulty with the kind of statistic that Mr. Sweeney is talking about in that report is that it does not take into account a whole range of other factors which may be just as significant, maybe more significant as far as the eventual development of that person as a social being is concerned.

**Mr. Sweeney:** It's just that the correlation seems to be very high.

**Hon. Miss Stephenson:** What are the other factors that have been examined within that document?

**Mr. Sweeney:** Excuse me, I wasn't referring specifically to that document. I was referring to others.

**Hon. Miss Stephenson:** To others. Unfortunately, in many of the others, although there are some in which many of the factors have been explored, there are other areas of very high correlation as well, but this is one which obviously has to be looked at.

**Mr. Sweeney:** The problem is, as the minister is well aware, there are certain things that we unfortunately can't do much about. We can't really go into many homes and tell parents how to raise their kids.

Here is something we can do something about. We can provide better services for children with learning disabilities. Get at them early—

5 p.m.

**Hon. Miss Stephenson:** That's exactly what our legislation is about. I hope I can count on your full support.

**Mr. Sweeney:** If it does that, you're certainly on the way to getting it. I hope it will do a few other things as well. This type of response is forthcoming fairly frequently. There are other things—that's true—but surely one of the roles of government is to recognize those areas in which it can make an impact as opposed to those in which it can't. So one says, "Sorry, we can't do much about that but here is something we can do something about." If the correlation is as high as the reports would show—

**Hon. Miss Stephenson:** I'm very much aware of that and of the responsibility. All I'm attempting to outline for you is that we may not achieve the kind of miraculous change we would like to see as a result of the introduction of a specific educational activity.

If we're raising expectations to the point where we are suggesting we will empty all the jails in Ontario as a result of introducing responsibility legislation in terms of special education then I think that's a pretty unrealistic expectation and I don't think we should do that. But I do think we should attempt to do all we can in support of those kids who have difficulties.

**Mr. Sweeney:** What I'm trying to do is provide you with more information to get the necessary funds to do the job. Sometimes we work constructively.

**Hon. Miss Stephenson:** I'm aware of that.

**Mr. Bounsall:** With respect to Trillium School, we have a full staff complement now, I gather. Do we have the full program of children there? Are we at capacity?

**Hon. Miss Stephenson:** Full.

**Mr. Bounsall:** What's the waiting list now at Trillium School?

**Hon. Miss Stephenson:** There isn't one at the moment.

**Mr. Bounsall:** There isn't one at the moment?

**Hon. Miss Stephenson:** I don't think Centre Jules Leger has one either at the present time.

**Mr. Bounsall:** Is Jules Leger operating at full capacity?

**Hon. Miss Stephenson:** Yes, I believe the enrolment is as projected. They have 17, which is a little higher than we had projected originally.

**Mr. Bounsall:** Is that the capacity you have at Jules Leger, only 17?

**Hon. Miss Stephenson:** We anticipate that by September 30 there will be 30. We didn't really anticipate we would have 17 by this point. I thought we would probably have somewhere between 12 and 15.

**Mr. Bounsall:** Is this because the guidelines for those who would be appropriate for the program have now more thoroughly worked their way through the system? I recall last November we talked about the great number of applications being sent to the regional offices. Then the next committee looked at it. There did not seem to be a very clear idea at that point or just prior to that point—

**Hon. Miss Stephenson:** At the local level.

**Mr. Bounsall:** Yes, at the local level—as to whom they should be asking to go into Trillium.

**Hon. Miss Stephenson:** I think perhaps there was some confusion very early on about that. That seems to have been cleared fairly well, although not in all instances.

**Mr. Bounsall:** When you say there is no one on the waiting list, does that mean there are no names that would be approved?

**Hon. Miss Stephenson:** There are students who will be coming in at the appropriate times in the program. They are not there at the present time, but they will be, because their applications have been processed. There is not a backlog at this point.

**Mr. Bounsall:** Of applications to process?

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** But you do have a backlog of people who are accepted but are awaiting a place. Is that the category they are in?

**Hon. Miss Stephenson:** They will have a place within a relatively short time. They are not left out completely, because they are in programs in other parts of the province. But they will be coming into the institutions.

**Mr. Bounsall:** They have been told they need the facilities at Trillium, or they wouldn't have been approved and accepted, but they aren't able to go to Trillium right at the moment. Presumably they qualify to go, and if there was space they would be there now.

**Hon. Miss Stephenson:** If space becomes available they will be there.

**Mr. Bounsall:** So they are on a waiting list in that sense. They are not going to be less appropriate for Trillium some three, four,



six or eight months down the line when those openings arrive than they are now. They are now acceptable for Trillium and need its services. But they just can't get into Trillium at the moment.

**Hon. Miss Stephenson:** There are 10 who will be admitted to Trillium in September. It is anticipated that 10 of those who are now there will be leaving Trillium in June; therefore, there will be places for them in September.

**Mr. Bounsall:** I think that was the number I was looking for. Ten have been accepted when the space becomes available. How many are there now in Trillium?

**Hon. Miss Stephenson:** Forty.

**Mr. Bounsall:** All the applications have been processed according to the criteria?

**Hon. Miss Stephenson:** To my knowledge the applications are up to date.

**Mr. Bounsall:** So you have 10 only on the waiting list for 40 places. Provided the criteria for acceptance and suitability aren't too tough by then, that's not too lengthy a waiting list.

Do you have any sort of timetable as to when they will be in? Are we talking a couple of months for the first few to go in? What is the exit plan for those already in Trillium, as you can see it?

**Hon. Miss Stephenson:** Some of those who are there at present have been there for three or six months, something of that sort. Not all of the students require a full year in the program at Trillium; there are changes in the school population during the school year.

The 10 who are anticipated for admission in September will replace 10 who are projected to be appropriate for discharge from the school and for readmission to the educational system.

**Mr. Bounsall:** But there is education all year long in Trillium. It doesn't observe the summer break.

**Hon. Miss Stephenson:** It does observe the summer break.

**Mr. Bounsall:** I see. That's how the month of September arises.

How many children have gone through Trillium? That must be a reasonable number now. Or are we just starting to have graduates?

**Hon. Miss Stephenson:** I could not say there are graduates at this point. Some of the 10 will have been there, as I said, not for a full year; some of them will have been there for a full year. But they will have graduated in June.

5:10 p.m.

**Mr. Bounsall:** Okay. Where do they now turn up?

**Hon. Miss Stephenson:** They would be back in the regular school system.

**Mr. Bounsall:** Not one of the developmental schools?

**Hon. Miss Stephenson:** No. Those children are not appropriate for admission to Trillium.

**Mr. Bounsall:** I am mildly surprised but encouraged by the fact that when they leave Trillium they are ready wholly and solely for the school system, without the necessity of attending some intermediate facility. Then the program and rate of recovery, if you like, are such they will all be going into regular schools.

**Hon. Miss Stephenson:** Yes, back into the school system. Some of them, of course, will have individual programs. That's part of the activities of Trillium, the development of individual programs for those children when they return to the regular school system. That's part and parcel of the demonstration project.

**Mr. Bounsall:** Do you anticipate many pupils at Trillium going beyond the one-year period? With the 10 coming in September, do you have a lot of confidence that those 10 will be out at the very latest by the following June?

**Hon. Miss Stephenson:** At this point we have some confidence that most of them will be out at the end of one year.

**Mr. Bounsall:** So one academic year at Trillium, or less, should put them back into the school system.

I am not being critical, but are we in a situation where pupils would be ready to leave now—May 1—and go back into the school system but are being kept at Trillium because the end of the year is so close? Is that the way it would go? I could see problems in putting them back in the normal school system at this time. For good educational reasons, the tendency would be to keep them right through to the end of the year's program.

**Hon. Miss Stephenson:** It would be better than attempting to establish at the very end of the school year the kind of special program a child would require within the regular school system.

**Mr. Bounsall:** You probably don't have the answer to this, because Trillium is so new. For most students at Trillium, are we looking at a 10-month program?

**Hon. Miss Stephenson:** I couldn't say that.

**Mr. Bounsall:** If someone who entered Trillium in September has progressed well,

what is the latest time in the academic year that student would go back into the normal school system? I would see May 1 as being too late in the year, but can one look at January or Easter or the March break?

**Hon. Miss Stephenson:** One would be looking at mid-term or early mid-January, that sort of thing.

**Mr. Bounsall:** So if they go beyond mid-January they are likely to stay then until June?

**Hon. Miss Stephenson:** I can't tell you that at this point because I don't know. It would be rational that if a child were ready for reintroduction to the system by April 15, it would probably be better for the child to remain at Trillium for the remainder of the school year than to go back to the regular school for a short period of time.

**Mr. Bounsall:** I can quite see that. But is it because of operational experience you can't make a definitive answer there? Or is it—

**Hon. Miss Stephenson:** I'm not sure we know, specifically, at this point what the optimum time would be.

**Mr. Bounsall:** On a practical basis.

**Hon. Miss Stephenson:** Yes. That is something that will be learned by those who are functioning at Trillium in relationship to the activities of school boards.

**Mr. Bounsall:** I gather that because of the newness of the program and the developmental nature of it they have not really ever had a game plan to themselves. They have had to be flexible.

**Hon. Miss Stephenson:** A plan, yes; but a rigid plan, no.

**Mr. Bounsall:** There is no one at Trillium saying, "We would hope to have a third of our students able to go out by the end of January and the rest would stay the year." They have had to be flexible even in having that sort of plan.

**Hon. Miss Stephenson:** It also depends on the individual children who are admitted to the school.

**Mr. Bounsall:** The same thing can be said of Jules Leger. It's even newer in terms of experience.

I have one other question: In terms of staff training how much contact is there between Jules Leger and Trillium? Or are they really separate entities in developing their experience?

**Hon. Miss Stephenson:** They are separate entities. They have different structures, as well, in that the Jules Leger school is very directly related to the University of Ottawa.

Trillium has a more general, although close, relationship with the York program. There are board teachers who are learning there as well as those who come from the special program at York.

**Mr. Bounsall:** They are developing on their own and along what could be significantly different lines?

**Hon. Miss Stephenson:** I'm not sure that the lines will be that different in the program provided and the projected planning for children. The goals and the objectives are the same and the skills and techniques that are used are also very similar, but there may not be an exact similarity between them.

You may be interested to know that 204 teachers have already taken advantage of the training program at Trillium since the school opened.

**Mr. Sweeney:** How long a period would they be there? Do they go for one day a week, two weeks at a time or what?

**Hon. Miss Stephenson:** It's usually a week's program for them.

Item 5 agreed to.

On item 6, correspondence education:

**Mr. Sweeney:** I just have one question. In the Commission on the Cost of Education there was a fairly strong recommendation with respect to correspondence education. They questioned whether it should be as extensive as it is, whether it should be in those buildings and so on. We talked about the building once before.

I understand that you intend to incorporate some of those recommendations in the report of the Commission on Declining Enrolment, CODE, because there is a certain amount of overlapping. Will there be any reference to correspondence education, or will it be business as usual? Where are you with that?

**Hon. Miss Stephenson:** In the CODE response? I am trying to remember whether there was anything specifically related to correspondence education.

**Mr. Sweeney:** I mention it only because you said there would not be a specific response to the Commission on the Cost of Education report since much of what is in there was repeated in the Jackson report.

**Hon. Miss Stephenson:** Some of it, yes.

**Mr. Sweeney:** Therefore, the question obviously arises, what mechanism will be available for your ministry to respond to issues in the cost of education report? There has not been any major statement made with respect to some of those.

**Hon. Miss Stephenson:** We have looked very carefully at that correspondence education in the last 12 months. I recall now there is a specific response related to correspondence education in our response to the CODE report. But it does not relate to the recommendation that was in the cost of education study and in terms of experience was, I think, quite a shortsighted recommendation.

The utilization of the correspondence education program is certainly not abating. It is being utilized with increasing frequency by those who I guess could be considered adults wishing to upgrade their educational base.

**Mr. Sweeney:** What doubt might there be in your mind as to the efficacy of local school boards providing similar, if not the same, service as correspondence courses provide? I have in mind their night programs and other options, particularly in the secondary schools.

**Hon. Miss Stephenson:** Are you suggesting there might be doubt in my mind? This is an interesting projection and one that—

5:20 p.m.

**Mr. Sweeney:** Obviously I'm referring to the observations of some school board people, particularly at the secondary school level, that they could and do in fact offer programs of a similar nature. Therefore, the question arises how many people use the correspondence route that really don't have to use it?

**Hon. Miss Stephenson:** I am sure there are a relatively large number that use the correspondence route and might not necessarily have to use it. The difficulty is that many of those who use it choose to use it because they have great discomfort with the concept of returning to an institution in order to upgrade their educational base. I think we have to recognize that peculiar human idiosyncrasy.

This is one of the matters you raised very effectively in our discussions about the need to improve literacy among adults. Many people have great inhibitions about attending or even entering what could be considered an educational institution in order to do that. The correspondence program seems to provide that opportunity for a number of people who have that kind of concern.

**Mr. Sweeney:** Would it be correct to say it is the sense of your correspondence people that the bulk of those using their service would not likely use an alternative service at the local level?

**Hon. Miss Stephenson:** I think it would be quite likely that many who use it—I wouldn't say the bulk—choose to do so for that reason. There is a certain degree of anonymity which

they cherish, not in relationship to the teacher who is responsible for their program but related to themselves in terms of the community perception of what it is they are doing.

**Mr. Sweeney:** The minister may recall that last November in her 1979 estimates there was some discussion about the time lines in getting marked programs or marked study sessions back to people. At that time you advised us there was a new procedure now—

**Hon. Miss Stephenson:** A single mailing procedure.

**Mr. Sweeney:** Can you give us some update on that? Is it working better? Do you still have the same problems, or is there a different set of problems? Where is it now?

**Hon. Miss Stephenson:** The direct mailing now accounts for 95 per cent of all the assignments processed. There are still five per cent that are proceeding through the double-mailing service, which is a direct mailing from the student to the teacher.

**Mr. Sweeney:** The problems seemed to be in the return mechanism, not the student-teacher—

**Hon. Miss Stephenson:** When there is a direct mailing to and back there is a shortening of the time frame involved. We cannot, unfortunately, deal with the vagaries of Canada Post in all instances, but it seems to have been an improvement.

In order to facilitate communication there is also now a toll-free phone number at the correspondence branch. This helps those people who are having difficulty or are concerned about the fact that their assignments have not been returned or perhaps have not been received by the teacher. That really has helped, apparently.

**Mr. Sweeney:** Apart from the phone mechanism you have just described, what other monitoring procedures do you have in place to discover, for your own satisfaction, whether or not this system is working better?

**Hon. Miss Stephenson:** The assignment report is sent not only to the teacher but also to the correspondence branch.

**Mr. Sweeney:** In other words, when the teacher sends back the corrected lesson plan or whatever it happens to be, that same teacher would send a duplicate on to the correspondence branch? There is a monitoring at the correspondence branch?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** Therefore, you should be in a position to say that, in your judgement, the new system is working better than the old system.



**Hon. Miss Stephenson:** It would appear to be. There will be a further review of that operation next week, as a matter of fact.

**Mr. Sweeney:** Could we have a report at that time?

**Hon. Miss Stephenson:** After it is completed, yes.

**Mr. Sweeney:** We will probably still be in these estimates.

**Hon. Miss Stephenson:** You are aware that Dr. Jackson's recommendations regarding correspondence did not agree with the recommendations of the cost of education commission?

**Mr. Sweeney:** I only referred to the cost of education commission because I got the impression from you that was the vehicle you were going to use. You were going to use the Jackson report to pick up similar concerns which were overlapping. Did I misunderstand you?

**Hon. Miss Stephenson:** No.

**Mr. Sweeney:** Okay, that was my reference. Finally, Madam Minister,—

**Hon. Miss Stephenson:** I wouldn't say their recommendations were overlapping. They were going in opposite directions.

**Mr. Sweeney:** Well, the issues were certainly overlapping.

**Hon. Miss Stephenson:** Oh, the issues overlap, yes.

**Mr. Sweeney:** Because my impression was that you are not going to make a separate reaction statement to the cost of education commission report.

**Hon. Miss Stephenson:** No. You are right.

**Mr. Sweeney:** Okay. So if it doesn't come through the Commission on Declining Enrolment report, we are not likely to get it.

**Hon. Miss Stephenson:** It will be through the CODE report.

**Mr. Sweeney:** Okay. My final question is to what extent do students who are presently enrolled either in elementary or secondary school, but who are not able to get a particular course, use the correspondence branch for that purpose? Is this a large part of correspondence or a minimal part?

**Hon. Miss Stephenson:** Those who are enrolled in day school comprise 10 per cent of the total enrolment in the correspondence branch.

**Mr. Sweeney:** Are there any particular kinds of programs that tend to predominate?

**Hon. Miss Stephenson:** I can't tell you at this point, but I'll find out.

**Mr. Sweeney:** That would indicate where there may be holes which are not being filled by somebody.

**Hon. Miss Stephenson:** In some instances, as I'm sure you know, the scheduling in the school program does not provide for an additional subject the student may wish to take. With the approval of the principal of the school, the student can enrol in a correspondence course. But that has to do with offerings which may be available but not to that student because of the time table the student has.

**Mr. Sweeney:** To the best of your knowledge, do students get any hassle on that or is there a fair degree of co-operation all the way down the line? Do you have any feedback to tell you one way or the other?

**Hon. Miss Stephenson:** The only feedback I have would lead me to believe there are from time to time some problems in developing that kind of co-operative spirit. That's probably because we don't hear from those who are entirely happy with what is going on. We hear from those who have some difficulty.

We have an interesting request at the moment from a delightful correspondent who is, I think, a grade eight student who is most anxious to take grade 13 calculus and analysis and whose principal will not agree. He is a prolific letter writer. I might share some of his letters with you at some point with his permission, because he cannot see any reason at all why, as a grade eight student, he should not be permitted to do grade 13 by correspondence. He feels he would be able to achieve grade 13 within a relatively short period of time and go to university, by the time he is 15 or 14 maybe.

But there are some small hassles and problems and we are trying to sort out the entire program of appropriate admission to correspondence school on behalf of those who are interested in being involved in it. We haven't sorted them all out yet.

**Mr. Bounsall:** Probably the questions I would ask will all become clear as a result of the report. Is it a report you say is coming next week?

**Hon. Miss Stephenson:** The response to CODE?

**Mr. Bounsall:** No, the correspondence.

**Hon. Miss Stephenson:** Ah. It's a review of the function of the correspondence branch because there are regular reviews of all branch activities within the ministry.

**Mr. Bounsall:** All right. And that will be ready next week?

**Hon. Miss Stephenson:** Is that the final stage of the review which occurs next week? There should be information as a result of that?

**Mr. Bounsall:** I complimented the ministry last year on getting away from the four-point mailing and down to the two. If I recall—and this is a question which may well be answered by the review—the only concern I perceive the ministry to have and it wasn't one of mine, was the monitoring—

**Hon. Miss Stephenson:** The monitoring concern, yes.

**Mr. Bounsall:** Has there proven to be a problem in the monitoring between then and now?

**Hon. Miss Stephenson:** I do not think it has been a major problem.

5:30 p.m.

**Mr. Bounsall:** I could not see even at that time why it would be a problem. There may be a problem with the system of monitoring you are dealing with. But I could not see why—if things had gone well with respect to who was doing the monitoring in the past—there would be a problem per se simply because of a direct mailing now.

Was the problem the ministry had or thought they might have with respect to the mechanics of how you monitor it, rather than picking out problems that resulted from the direct mailing?

**Hon. Miss Stephenson:** I suppose one would say with the mechanics, because when the double-mailing system was used it was possible to see a sample of the students' work at any time before the teacher actually had assessed it. That gave you a double-barrelled capacity to monitor the system. But up to this point I do not believe there has been any major problem in the monitoring. There may have been some minor difficulties in certain areas. I do not think they have been major, but that will become clearer as we have the review completed.

**Mr. Bounsall:** Do you keep statistics on where in the province correspondence—

**Hon. Miss Stephenson:** Yes. Would you like those too?

**Mr. Bounsall:** My question is: Is there an increase in Windsor?

**Hon. Miss Stephenson:** I do not know.

**Mr. Bounsall:** I asked the question because when dealing with the problems of one of the laid-off Ford workers some months ago he said to me, "Well, I am occupying my time by taking correspondence courses." Since then in answering several queries of persons

and families with problems, I have suggested, "Why don't you occupy your time by taking correspondence courses?" It hit a responsive note each time I mentioned it. I have only mentioned it to two or three.

**Hon. Miss Stephenson:** So you get effective results.

**Mr. Bounsall:** One person thought of it. He probably told other people. I mentioned it to three people, hitting a responsive note. I have not followed up to see whether they have or not.

I just wondered, in that area of high unemployment in Windsor with no jobs available, whether there has been recently—over the last six months—any increase in people wanting to take correspondence courses.

Because—getting at the same problems—they do not want to be seen in a classroom; they cannot register at a community college without that screwing up their UIC and SUB and so on. They cannot formally get into a program without endangering the other supports they have. The correspondence route is an easy way to upgrade your education and do something with your time. It comes to the attention of no one in any way that would affect their benefits.

**Hon. Miss Stephenson:** It certainly can produce a great degree of personal satisfaction.

**Mr. Bounsall:** Oh, yes.

**Hon. Miss Stephenson:** We will look at Windsor specifically because we are doing some figures about the participation rate in various parts of the province.

Item 6 agreed to.

On item 7, regional offices:

**Mr. Sweeney:** Mr. Chairman, I gathered earlier from the minister's remarks that there is nothing in the budget this year with respect to regional professional-development programs. Since they go through the regional office, this is the only place I can think of to ask the question.

Given the fact that the budget seems to show there is a reduction in that particular area of about \$500,000, it is not unreasonable to assume that the \$200,000 is contained within that reduction. Am I close to the truth? It really does not matter. Obviously the issue is—

**Hon. Miss Stephenson:** It was not under regional offices before. It may have been delivered through that area.

**Mr. Sweeney:** Yes, it was.

**Hon. Miss Stephenson:** But in budgetary terms it was under the teacher-education—

**Mr. Sweeney:** Which is not listed here anywhere.

**Hon. Miss Stephenson:** That is in Colleges and Universities.

**Mr. Sweeney:** Let me come to it anyway. I am going to use this opportunity to ask the question. I do not think it makes a heck of a lot of difference where I raise it; the fundamental question will remain the same.

When this particular program was introduced it was done so with a great deal of understanding of certain criteria. In other words, that the teachers themselves would have a large input into it and that the specific needs of a group of teachers in a particular area would be the prime component. When this disappears what is supposed to take its place?

I can understand you have to make decisions somewhere as to where you allocate your funds, but surely you then have to say, "Okay, what's the consequence or the implication of us making that decision?"

**Hon. Miss Stephenson:** The implication is that the teaching profession is an adult group in our society. Having had a fair amount of experience in defining the needs of teachers within a specific area and working with other delivery groups to provide the kind of continuing-education program the teachers need, and with the removal of the ministry from any direct activity in teacher education, it was felt appropriate that the responsibility for that educational program, that developmental program for teachers, should fall upon the teaching group itself, the boards of education and school boards, if they wish to participate—and many of them do—and the faculties of education, which are now responsible for teacher education.

**Mr. Sweeney:** To what extent will the offerings from the faculties of education be increased to fill at least part of that hole?

**Hon. Miss Stephenson:** I would think, significantly.

**Mr. Sweeney:** When the decision was made not to fund that \$200,000, was it taken in conjunction with the faculties of education? Was it a joint decision, "We move here, and we move here simultaneously"?

**Hon. Miss Stephenson:** The faculties of education understood, at the time direct involvement in teacher education on the part of the ministry was eliminated, there would be a responsibility in that area not merely for the precertification educational program, but also for an expansion of the role they had already been involved in in many in-

stances, of the continuing-education program for teachers; the post-certification education.

**Mr. Sweeney:** The minister will probably recall that, when we were having our briefs and our hearings with respect to the merger legislation, one of the points the teachers' federations themselves brought up was their concern about their lack of continuing involvement in professional development—that once the faculties of education took this over as opposed to the ministry and the local boards doing it, they could be squeezed out of part of the decision-making. What is happening at the faculties to correct that?

**Hon. Miss Stephenson:** Mr. Chairman, this is much more appropriate under the Ministry of Colleges and Universities' teacher-education branch estimate.

**Mr. Sweeney:** Give me a brief answer and we will pick it up again later on.

**Hon. Miss Stephenson:** One of the roles of the teacher education branch within the university affairs division has been to provide continuing liaison with faculties of education, and examination of the roles of faculties in both pre-certification and post-certification educational programs, and to stimulate faculties—as I suggested—to expand the post-certification offerings, as well as to provide some modification on a long-term basis of the educational program in pre-certification.

**Mr. Sweeney:** Mr. Chairman, I will come back to this question when we deal with teacher education again, so the minister is advised in advance that it will be a point of discussion.

**Mr. Bounsall:** I could leave my remarks till then too, but we keep touching on this. I am concerned about this because my understanding was that this was for use by teacher groups within boards for their own professional development and to assist in the cost thereof, particularly in the north.

In January, in northern Ontario I stumbled across one of the professional-development days being run by the board in conjunction with the teachers and was quite impressed with the people they had invited and were able to afford because of these professional-development grants. This wouldn't be possible without these professional-development grants.

5:40 p.m.

**Hon. Miss Stephenson:** Oh, come now.

**Mr. Bounsall:** There was more than one speaker, and some of them certainly charged a fee for being there. It was the grant that helped in that regard. If those grants disappear this is not a function that a faculty of education is going to pick up.



**Hon. Miss Stephenson:** No. Providing the faculty for educational program, yes.

**Mr. Bounsall:** We're talking about grants used for the teachers in our schools, not for the faculty of education members. It's not a program of professional development which any faculty of education would run on a general basis for the teachers in the regions.

**Hon. Miss Stephenson:** No. Neither did the ministry run them on a general basis.

**Mr. Bounsall:** Perhaps we need a description of where the funds went. From the contact I had on that particular day I certainly got a fairly clear impression as to how these funds could be obtained and how they were used. How, then, in the past did the regions decide on the disbursement of those professional development grants?

**Hon. Miss Stephenson:** I think it was done through the regional professional development committee in those areas. It is my understanding that those committees are ongoing.

**Mr. Bounsall:** But without any funding now.

**Hon. Miss Stephenson:** Without specific funding—without seed funding from the ministry.

**Mr. Bounsall:** Where do they get the funds, then, to help with these programs?

**Hon. Miss Stephenson:** From boards; from the participating teachers, from those who are going to be upgraded as a result of the participation in the activity.

**Mr. Bounsall:** But it isn't a program for credit that the teachers—

**Hon. Miss Stephenson:** Nobody ever said it was a program for credit, for goodness' sake. Surely one of the responsibilities of a professional individual is to maintain competence for one's personal satisfaction of continuing to do a good job.

**Mr. Bounsall:** You are saying there was \$200,000 for use in professional development days, particularly by our boards in northern Ontario—

**Hon. Miss Stephenson:** It was not particularly for boards in northern Ontario. As a matter of fact, I think the bulk of the funds were used elsewhere than in northern Ontario.

**Mr. Bounsall:** So you are saying that \$200,000 is now going to come out of boards' pockets or teachers' pockets across Ontario.

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** In terms of expenditures by this ministry, that \$200,000 seemed to me to be a very good way to spend a very small amount of money out of the total estimates. I can't understand why you are cutting it out. To have professional development being fully paid for by boards or out of teachers' pockets is certainly a step backwards.

The little part of that \$200,000 which was spent up north as you have said—perhaps we can get the breakdown of how the money was allocated in the past—is certainly going to influence the type of experts they will be able to bring in for their professional development days. They are not going to be able to bring in the kind of people they have done in the past, considering the expense involved in flying them up there and the fee involved.

**Hon. Miss Stephenson:** Surely if it is worthwhile in terms of professional growth and the maintenance of professional competence, it will be a significant factor in their choice of an individual.

**Mr. Bounsall:** There is hardly, in any professional development program, a direct correlation between professional development and a particular speaker. There is not a direct equation between that and maintaining professional competence.

**Hon. Miss Stephenson:** Oh, isn't there?

**Mr. Bounsall:** I don't think there is. There is certainly no direct correlation. There is certainly no way you could say, "Our teachers are better directly because of that exposure." But the more professional development days they can run, the less limiting you make the opportunities—

**Hon. Miss Stephenson:** But surely the motivating factor in professional development days or programs is a concern for the competence of the teachers in that area. They may have a specific problem they perceive as something which should be addressed by some expert who may be able to assist them.

**Mr. Bounsall:** Have you thought that this \$200,000 was ill-spent? Is that what causes the cutting off—

**Hon. Miss Stephenson:** No. We are not suggesting that it was ill-spent. It was probably the mechanism that provided the stimulus to a recognition of the need for this kind of activity. I believe that by this time the requirement for a continuation of that kind of activity is very clearly seen by most teachers in most regions and that it will continue.

**Mr. Bounsall:** Do you mean to say that before this grant was provided it was perceived that teachers and boards were not doing nearly enough in the way of professional development?

**Hon. Miss Stephenson:** I don't know that.

**Mr. Bounsall:** I would suspect it was granted in the first instance in order to help defray the cost of necessary professional development.

**Hon. Miss Stephenson:** Initially it was provided because there was a direct ministry responsibility for teacher education. There is no longer a direct ministry responsibility for teacher education.

**Mr. Bounsall:** Under this ministry.

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** Is there an equivalent grant of some sort available from the Ministry of Colleges and Universities?

**Hon. Miss Stephenson:** No. We do not provide specific funds through the Ministry of Colleges and Universities for professional development periods of whatever length for any profession within the province.

**Mr. Bounsall:** It's a very handy mechanism, having got out of the direct teacher education, to get rid of this particular grant.

**Hon. Miss Stephenson:** It's not a case of being a handy mechanism at all. It is a recognition of the fact that the teaching profession acknowledges its responsibilities in terms of upgrading and maintenance of the competence of teachers.

**Mr. Bounsall:** They have found this grant rather helpful to them in many areas of the province—a grant which no longer exists. They still need funding in many instances for those professional-development days, and now there is no funding mechanism whatsoever.

**Hon. Miss Stephenson:** One of the anomalies that occurred was that in certain school arrangements the professional-development days were grouped at the end of the school year. Most of those days were used for evaluation and those funds were not used by certain boards and groups of teachers. That was not consistent across the province, but it did happen.

**Mr. Bounsall:** You are saying because of the grouping of those days there was a type of program for which perhaps the regional offices wouldn't approve a professional-development grant. What about the other regions that had them spread throughout the year and wanted to use them to bring in qualified speakers?

**Hon. Miss Stephenson:** Surely they are still capable of bringing in qualified speakers.

**Mr. Bounsall:** At additional cost, with no place to go for help to defray the cost.

**Hon. Miss Stephenson:** Dr. Bounsall, that is one of the responsibilities which is assumed by all other professional groups in the province across Canada.

**Mr. Bounsall:** You are saying that we have been babying the teachers in the province in the past?

**Hon. Miss Stephenson:** No. I'm saying I believe that the teaching profession has been for quite some time sufficiently adult and perceptive to move in the appropriate directions to provide the kinds of programs that will assist teachers. Boards have certainly perceived it as well. They have been supportive of the activity.

**Mr. Bounsall:** I think the inevitable and unfortunate result of cutting out this grant is that there will be less able programs run because of the expense involved. That certainly is not being helpful to education in this province.

**Hon. Miss Stephenson:** I do not know on what basis you make that kind of projection. It seems to me you are maligning the teaching profession by saying that.

**Mr. Bounsall:** I'm not maligning the teaching profession. They have had grants to assist them in the past. You are saying now you will throw the entire cost on them. I can't see how it is maligning teachers when I say that is not a positive step forward.

5:50 p.m.

**Hon. Miss Stephenson:** Because I do believe the profession is aware of that need and is willing to move in the direction of supplying that need.

**Mr. Bounsall:** On what basis do you say they are willing to move in supplying that need?

**Hon. Miss Stephenson:** I believe they are very much aware of the requirements of maintaining professional competence.

**Mr. Bounsall:** It will just stop their bringing in any speaker that charges a fee.

**Hon. Miss Stephenson:** Who, like Stephen?

**Mr. Bounsall:** No, he was not at the one I had observed.

**Hon. Miss Stephenson:** He has participated in quite a few this year.

**Mr. Bounsall:** Perhaps. But whoever it is, that will end because they simply can't

afford it. It will end, in large measure, as a direct result of this cut in the budget.

**Hon. Miss Stephenson:** I really do not believe that all those who can be of real assistance in the continuing education of teachers charge astronomical fees for the provision of guidance and lectures on professional-development days. I know for a fact they don't.

**Mr. Bounsall:** Some parts of Ontario are easier to get to expensewise. In the Dryden area, for example, one spends a fair amount just for the travel expenses of an invited speaker or two—much more so than in southern Ontario.

**Hon. Miss Stephenson:** It will be interesting to see the proportion of expenditures in various parts of the province.

**Mr. Bounsall:** Do you have the breakdown of how that \$200,000 was expended in the past? I would like to see it.

**Hon. Miss Stephenson:** I don't have it right now.

**Mr. Chairman:** Shall item 7 carry?

**Mr. Sweeney:** Mr. Chairman, there is one other issue under regional offices that I want to check with the minister.

Madam Minister, in your briefing book, the second point on page 70 is to "assess the effectiveness of provincial programs, policies and guidelines." About a year ago there was some sense that the ministry was moving back into a form of provincial inspection of schools. To what extent is that—

**Hon. Miss Stephenson:** Whose sense was so afflicted?

**Mr. Sweeney:** The ministry in its desire to assure itself what was happening with respect to the "effectiveness." That particular line suggests it.

How do you assess the effectiveness of provincial policies, programs and guidelines if you don't send someone into the schools to see what is happening? If you don't call that provincial inspection, you have another name for it. What is happening?

**Hon. Miss Stephenson:** Through the provincial review mechanism, which is part of the function of the regional offices in the collection of material for delivery to the central office for collation of information and the dissemination of that information as well.

**Mr. Sweeney:** Those review papers?

**Hon. Miss Stephenson:** Yes. That type of thing, and also audits which are carried out related to enrolment and transportation, as

well as other things. You are aware of the provincial reviews that have been carried out and those that are projected to be carried out, aren't you?

**Mr. Sweeney:** Yes. So, on the line I pointed out you are referring to something like that.

What, if any, activity is taking place in which officials at the regional offices do go into schools to check on what is happening? Is there any movement in that direction? Is there any intent to move in that direction? What is happening?

**Hon. Miss Stephenson:** Not in the provincial reviews. The regional reviews which are done within the regions do, I believe—

**Mr. Sweeney:** I'm not referring to the cooperative studies. I don't mean those.

**Hon. Miss Stephenson:** But I understood, as well, that their consultation with and accessibility to the local officers in the educational division and some contact with the school system in the area for which they have responsibility facilitates the review of function within the region. We have 30 of those—is it 30?—regional reviews at present.

**Mr. Sweeney:** Would it be correct then for me to translate what you are saying as you have no intention of getting back into what was known as the provincial inspection?

**Hon. Miss Stephenson:** What, the provincial inspection mode? Oh, there are times when the minister longs for that kind of direct relationship, but she is rapidly dissuaded by some of the staff.

**Mr. Sweeney:** Very good, that's my only point, Mr. Chairman.

**Mr. Bounsall:** There's considerable saving in the regional office vote here, not necessarily in salaries but in the transportation and communication area. What were you able to do in that area to effect such a large saving? Why is the vote down in expenditure? Where have you made your cuts?

**Hon. Miss Stephenson:** Most of it is in postage, isn't it?

**Mr. Bounsall:** Do you all have tie-lines now when you didn't have them before?

**Dr. Fisher:** No. Actually, Mr. Bounsall, you would have to go back to the year previous to this, too. At that time we were carrying funds because of the closure of certain regional offices, for relocation expenses that were anticipated and we had to budget those at that time. So there was a saving now that we have rationalized and we have reached the point where we don't have to concern ourselves with that.



That's reflected in this vote you have in front of you. We were able to scale it down accordingly. There have been staff reductions also in this particular area. You will notice the staff complement is 289, I believe. There have been a few staff reductions and we have been carrying less than the full complement also. Those are some of the reasons why there is some reduction here.

**Hon. Miss Stephenson:** The transportation and communication item was the one Ted was—

**Mr. Bounsall:** Yes. If I see a decrease in salaries—or what we actually see here, not very much of an increase—that does indicate some staff reduction, but how do you get most of the reduction in transportation and communication? If you consolidated your regions one may have expected an increase in transportation and communication if there were more transferred.

**Hon. Miss Stephenson:** There is an increase in transportation and communication.

**Mr. Bounsall:** I see a \$420,000 decrease. Is that not correct?

**Hon. Miss Stephenson:** I think it's a \$388,000 increase.

**Mr. Bounsall:** I'm on page 71.

**Hon. Miss Stephenson:** Pardon me, I'm on the wrong page. You are right. Sorry. Yes.

**Mr. Bounsall:** I don't want to be difficult about this, but it can't just be in postage. How did you manage to save this much in this vote? I can't relate it to your rationalization.

**Dr. Fisher:** Okay. Let me tell you where the reductions are. I don't know if this is communication, Mr. Rist, but there was a French films reduction of \$100,000. Would that be carried under that particular item? There is a relocation provision which we reduced \$270,000.

**Hon. Miss Stephenson:** That was the major one.

**Dr. Fisher:** There was an overall general reduction of \$298,800.

How did we get that? Well, we have been doubling up working teams on the reviews rather than single-transportation visits. Going back to some earlier times when we had groups travelling in one car and that kind of thing. That amounts to about \$668,800.

**Mr. Bounsall:** But you are really talking about group travel on inspections rather than individual travel.

**Dr. Fisher:** Well, group travel for reviews and things like that.

**Mr. Bounsall:** Not to inspect.

**Hon. Miss Stephenson:** "Inspection" is my word.

**Mr. Bounsall:** Do you intend at some time in the future to bring your staff back to complement in the regional offices? I gather there are some vacancies in your regional offices. Are you going to let this sit or is it your plan to bring it up?

**Hon. Miss Stephenson:** No. We are attempting to find the appropriate staff allocation for the priority areas in the regional offices.

It's not an easy task at this point but I'm not sure what level of complement you are suggesting. I'm not sure that it can grow very dramatically given the complement constraint which is government-wide.

**Mr. Bounsall:** I'm not even suggesting that it grow. I'm easy on that topic. I was trying to discern what the ministry plan was. If it's not up to complement, that's what I was really looking for.

**Hon. Miss Stephenson:** Is there any activity to bring—

**Mr. Bounsall:** To bring it up to complement, or is this the beginning of the disappearance of some jobs in the regional offices?

**Hon. Miss Stephenson:** No, no. It is not. As I said, it wasn't easy. That's one of the difficulties at present.

**Mr. Bounsall:** I gather because you are re-defining the role of the regional offices and therefore the functions of some of the people in them you have complement vacancies at the moment. Is there any flexibility—

**Hon. Miss Stephenson:** I'm not at all sure that is the major factor. One of the important factors is that the school boards of the province tend to be a little more munificent in their level of remuneration than the ministry can afford to be under the guidelines we have.

**Mr. Bounsall:** They are being hired away by school boards.

**Hon. Miss Stephenson:** They have been, as you know.

Item 7 agreed to.

**Mr. Sweeney:** Before we adjourn the meeting, can I ask the minister or the deputy to come tomorrow with a brief description of what is encompassed under the terms "elementary education" and, secondly, "senior and continuing education"? What grade levels

do each of those cover? Are we talking primarily of curriculum activities? Does it include evaluation? Just what does it include?

I'm sure the minister recognizes these are different headings from those used in past

years and for us to at least pretend to be asking questions intelligently we have to know what's included under the heading. Okay, thank you.

The committee adjourned at 6:03 p.m.

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Kennedy, R. D. (Mississauga South PC)

O'Neil, H. (Quinte L)

Rowe, R. D. (Northumberland PC)

Stephenson, Hon. B.; Minister of Education (York Mills PC)

Sweeney, J. (Kitchener-Wilmot L)

**From the Ministry of Education:**

Fisher, Dr. H. K., Deputy Minister

Penny, D. A., Executive Director, Planning and Policy Analysis



No. S-10

# Legislature of Ontario Debates

## Official Report (Hansard)

**Standing Committee on Social Development**

Estimates, Ministry of Education

**Fourth Session, 31st Parliament**

Wednesday, April 30, 1980

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC



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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

WEDNESDAY, APRIL 30, 1980

The committee met at 2:05 p.m. in committee room No. 1.

### ESTIMATES, MINISTRY OF EDUCATION (continued)

On vote 3102, education program; item 8, elementary education:

**Mr. Chairman:** I call the committee to order. When we adjourned last night we were dealing with vote 3102, item 8, elementary education.

**Mr. Sweeney:** Mr. Chairman, I had asked if the minister or her deputy minister would give us a brief description of the breakdown between item 8 on elementary education and item 9 on senior and continuing education, so we would know what we were dealing with, if we were talking along the same lines. I think I know what it means, but I prefer to hear an authoritative description.

**Hon. Miss Stephenson:** Can we permit the authority to provide the description?

**Dr. Fisher:** Mr. Chairman, Madam Minister and Mr. Sweeney, do you wish me to go on to the evaluation question at the same time, or would you—

**Mr. Sweeney:** The problem I'm having is that in previous budgets you had different headings for research and evaluation, you had a heading for curriculum and I'm not sure how they all fit into these new headings. Tell me where they are so I know how to deal with them.

**Dr. Fisher:** Starting with the senior and continuing education branch, this branch is responsible for all the operational aspects of HSI and the creation of the curriculum guidelines for the senior division. It has a charge to facilitate studies in secondary education, hence the linkage between the secondary education review project and this particular branch. The branch also participates as the liaison group with the Ontario Youth Secretariat of the government and in all interministerial committees on youth.

Within the branch we find the ministry's focus upon guidance and guidance-related activities. Therefore, the personnel in the

branch concern themselves with the School Guidance Information Service, SGIS, for all aspects of guidance related to the industrial-training programs, to elementary school guidance at the moment, to guidance guidelines, to construction of career-counselling systems, for relationships with the federal government in the area of guidance as guidance relates to career-information programs. Further, the senior and continuing education branch attempts to ensure an adequate liaison with the Ministry of Colleges and Universities and all other post-secondary training programs for the so-called curriculum interface.

The branch is concerned with developing policy and facilitating and monitoring the co-operative education programs. It is responsible for those policies related to driver education and safety. It is responsible for the development of considerations and—a very particular emphasis on this—for the provincial policy we hope will emerge in the area of adult and continuing education. I cannot stress that particular responsibility enough at this time.

The branch further is responsible for the development and co-ordination of programs in the area of technical education and business education, and for evaluating the work experience and qualifications in order to get advance credit standing for the apprenticeship programs. Therefore, the development of the programs and the linkage initiatives rest with this particular branch as they apply to the secondary school level.

As do the other branches in the program division, this branch also helps with the regional office network in the dissemination and implementation of guidelines, in this case for the senior division.

The elementary education branch—

**Mr. Sweeney:** Before you leave that, what does "continuing" mean then? What does continuing education imply other than your reference to and your very strong reference to adult and continuing education? It obviously does not formally include Colleges and Universities, except as a liaison with them.

**Dr. Fisher:** For some time the initiatives related to continuing education in a broader

sense were coming from both ministries. There were various ad hoc initiatives over the last five or six years. One of the key rationale points for the proposed merger was to address this sector. This particular branch is developing a proposal which will, indeed, refer to the community colleges and will take into account the continuing education initiatives at universities.

**Mr. Sweeney:** Is that in the study review proposal stage?

**Dr. Fisher:** Yes, it's nearly finished. In fact we are going to be discussing it this week. 2:10 p.m.

**Mr. Sweeney:** Would it be appropriate then to say that "continuing" at the moment applies more precisely to adult education outside of colleges and universities and apprenticeships, that kind of continuing education?

**Dr. Fisher:** I think the mandate has been to cover the entire area by whatever definition possible. It's after we have a look at that we then can start looking at the various sectors of responsibility. In this bag, if you will, will be much of the testimony that was given before the committee on Bill 19, An Act to Amalgamate the Ministry of Colleges and Universities and the Ministry of Education, on adult literacy, there will be the whole initiative of recurrent education which is a rather intriguing concept that has had prominence in Europe and we will be covering the entire range of definitions related to continuing education.

**Hon. Miss Stephenson:** And, we hope, attempting to define areas of responsibility for certain of those.

**Mr. Sweeney:** Would this branch then be responsible for making decisions as to where certain forms of continuing education rightfully belong?

**Hon. Miss Stephenson:** No, they will not. They are responsible for the development of the proposals related to that entire area, but that branch will not be responsible for making the decisions about where they should belong. That is an activity which must involve the senior representatives of both ministries.

**Mr. Sweeney:** All right, elementary then?

**Dr. Fisher:** The elementary education branch is not as extensive in its enunciation but nevertheless is highly important. This particular branch is responsible for those operational aspects of curriculum in the primary, junior and intermediate divisions. It's responsible for providing leadership in

developing the operational aspects of multi-cultural education, native peoples' education, citizenship education and in the area of early identification programs. It, too, is responsible for working with the regional office network in the dissemination and implementation of the guidelines for those three curriculum divisions.

**Mr. Sweeney:** Intermediate includes grades nine and 10?

**Dr. Fisher:** Yes.

**Mr. Sweeney:** I think I've got it.

**Hon. Miss Stephenson:** Mr. Chairman, before we proceed with further discussion, there were certain questions which were posed yesterday and I wonder when the members of the committee would like me to provide the answers.

**Mr. Chairman:** Perhaps now is as good a time as any, Madam Minister.

**Hon. Miss Stephenson:** All right. The question regarding actual expenditures on regional professional development was simply related to in which regions was what amount of money spent.

In the northwestern region, \$15,414 was expended; in the midnorthern region, \$19,000 was expended; northeastern, \$13,636; in the western region, \$28,231 was expended; in the central region, \$72,659 was expended; in the eastern region, \$29,053; and through the head office, \$377,000.

A question was also asked about the enrolment figures and teaching staff figures for the Sir James Whitney school in Belleville. This was Mr. O'Neil's question.

On September 30, 1979, there were 70 day pupils registered and 241 residential pupils, for a total of 314. The estimated figure for September 1980 is 80 day pupils and 250 residential, for a total of 330 pupils. The current staffing level of 88 teachers will be maintained. There is no change there.

The question related to the function of the demonstration schools and asked at what point during the year the decision is made to keep the children within the schools until the end of the school year. The integration of the students into the regular school system depends upon the time they are ready to return in the assessment of those who are responsible for them in the demonstration schools, but also upon whether the board is ready with a program to accept them at that point.

In most cases, the elementary students would probably stay until June if they appear to have reached the point where they can be integrated at a time after the March



break. However, for secondary school students the integration would probably be best determined by the natural break between semesters in their school year.

**Mr. Bounsall:** You're on a semester system in your secondary schools?

**Hon. Miss Stephenson:** Not necessarily. It depends on whether you call it a semester or not, because there are natural breaks in most of the school years related to the examination process; for example the fall term, winter term, spring term.

**Mr. Bounsall:** If they were nonsemester they would use those as natural breaks?

**Hon. Miss Stephenson:** Yes.

Questions were raised as well about the effectiveness of the programs in the demonstration schools and at present the information I can give you is really anecdotal, but we have had many letters from parents, some of which I would like to quote.

One received on November 18, 1979, stated, "For the first time in my son's school life I have heard him say that he liked school and all of his teachers. The change in Patrick is incredible and far beyond my expectations."

One on January 3, 1980: "Stephen shows more personal confidence in himself than I have ever seen and I attribute this directly to the Trillium School program."

On January 5, 1980: "We can hardly believe how much more mature and independent he has become in a few short months."

On January 15, 1980: "We are very pleased with David's progress in his first term. He seems to have adapted himself very well and shows a very positive attitude about himself since his attendance at Trillium."

We have been able to measure academic gains. These were unsolicited letters from parents. We have measured certain academic gains and in the area of reading one student has made up more than a four-year gain in less than one year. One student has made a three-year gain, 10 students have made a one to two-year gain and 14 have made a gain of between a third of a year to a full year. In spelling three students have made over a two-year gain, 13 have made a gain of between one and two years, and 15 have made a gain of between a third of a year and one year within the short period of time.

The rates of progress really can't be based on a September to April foundation because the admissions were staggered, so we can't give you an annual measurement of the gain.

As far as the teacher-education program is concerned, the teachers who have attended

to date have been very positive about the beneficial aspect of their experience. We have not had a single negative feedback at this point and the response from the boards has been so good that the programs are booked totally at Trillium right through until March 1981.

**Mr. Sweeney:** Excuse me. In response to a question yesterday I thought you had indicated there was no waiting list. How does a waiting list and being booked in advance differ?

**Hon. Miss Stephenson:** Those are the teachers who are booked in advance for their educational experience. We went through what Mr. Bounsall would call a waiting list; that is 10 students have been approved for admission in September and there will be places for them in September. That constitutes the waiting list we have at the present time. There seems little point in admitting them at this time when the natural summer break will occur and the school program will begin again in September.

Mr. Bounsall asked a question about why two teachers were dropped for an enrolment drop of only nine students. I believe this was in the training school area. The enrolment pattern in training schools has always been somewhat erratic and very unpredictable. Enrolment frequently starts out low at the beginning of each year, tends to rise throughout the year and falls off again at the end of the school year. The ministry attempts to staff reasonably adequately to cover the estimated peak enrolment for each school year.

The collective agreement between the Provincial Schools Authority and the Federation of Provincial Schools Authority teachers specifies a system-wide average parent-teacher ratio of six pupils to one teacher, with individual classes not exceeding eight pupils per teacher. The ministry has continued to maintain a teacher complement of 68 for the five training schools as specified in the collective agreement. At the end of March 1980 the training school system's statistics were these:

At Brookside in Cobourg, enrolment 96, teacher complement excluding the principals, 17; at Cecil Facer in Sudbury, enrolment of 55, teacher complement of 12; at Champlain in Alfred, 27 students, seven teachers; Sprucedale in Simcoe, 66 students, 14 teachers; Syl Apps school in Oakville, 36 students, 13 teachers; for a total enrolment of 280 with a teacher complement of 63. There were five principals as well, thus the parent-teacher ratio of 4.44 is well within the class-size guidelines established within the collective agreement.

2:20 p.m.

The question was also asked about the average time spent by students in the Ministry of Community and Social Services assessment institutions prior to being provided with an educational program by the Ministry of Education. The question was actually directed in the area of training school facilities.

The average time spent by young people in assessment and orientation by ComSoc staff is of the order of one week or less from the time the wards are admitted to a training school. The Ministry of Education's position is that wards who will be attending school should be admitted to an educational program as soon as possible after their arrival at a training school and this period is normally three to five days.

We do not, I believe, have at this point the amount of time spent by such young people in assessment centres before being transferred to training schools which was another portion of the question you asked. We will have to get that for you from ComSoc.

**Mr. Bounsall:** But clearly on the point they are in an educational setting in the training school—

**Hon. Miss Stephenson:** Almost immediately.

**Mr. Bounsall:** —almost immediately, certainly by the end of one week.

**Hon. Miss Stephenson:** The question was asked whether students in training schools working part time was an exception or a rule. Some wards of training schools participate in work-experience programs within or beyond the training school. The vast majority of wards, however, are enrolled full time in school programs in the institutions. Approximately five per cent of wards may be on work-experience programs at any given time.

The students within training schools are eligible to participate in programs under the early school-leaving regulation as they are in any community school.

About correspondence schools the question was posed, what correspondence courses are provided to day students? There are approximately 120 overall. All grade 11, 12 and 13 courses are provided in both the English and French languages. Grade nine advanced English is provided; grade 10, general English and advanced English; grades nine and 10, French; grades nine and 10, Français; grades nine and 10, typewriting; grade 10, Latin, art and drafting.

Forty per cent of day-school enrolments are in grade 13 subjects. Non grade 13 pref-

erences are in accounting, typewriting and art—which is interesting.

**Dr. Bounsall** asked specifically whether there had been an increase in enrolment in correspondence courses recently from the Windsor area and I have to tell you there hasn't been an appreciable increase, either in the adult or day-school courses enrolled from that area. But there has been a slight increase generally in the Ottawa-Cornwall area. Can you think of any valid rationale for that?

**Mr. Bounsall:** The Clark government cut-back in civil servants.

**Mr. Sweeney:** Did I hear you say 47 per cent for grade 13 subjects?

**Hon. Miss Stephenson:** It was more than 40 something. Forty per cent of day-school enrolments in correspondence courses are in grade 13 subjects.

**Mr. Sweeney:** So those are students who are in a secondary school but who are obviously unable to get a specific program.

**Hon. Miss Stephenson:** Or are wishing to advance their date of graduation from secondary school. Some students are actively involved in that, supplementing their credits through both correspondence and summer courses to achieve an early leaving with a secondary school honour-graduation diploma.

**Mr. Bounsall:** I'd like to go back to Trillium School if I could. This booking by teachers through to March 1981. Are these on the one-week courses you mentioned? Are there any courses longer than that at Trillium?

**Hon. Miss Stephenson:** At this point I believe not.

**Mr. Bounsall:** The content of these courses, these are really observational, are they?

**Hon. Miss Stephenson:** They are participatory. I think they are observational in the beginning and participatory at the end of the week.

All of the teachers who are there have had certification in special education and these are advanced courses really for them to give them extra knowledge and experience.

**Mr. Bounsall:** Are there any plans to extend the length of those courses?

**Hon. Miss Stephenson:** At this point no, but this is one of the projections we obviously have to look at in terms of the future role of demonstration schools.

**Mr. Bounsall:** Yes, because it strikes me that what is going on at Trillium certainly needs to be observed. As you say, it is participatory and the involvement by the

teachers on their one-week training program means they would be, in that length of time, just getting their feet wet and then they are gone.

**Hon. Miss Stephenson:** Most of those teachers already have their feet well dampened. They are upgrading significantly in terms of dealing with severely handicapped children in the area of learning disabilities.

I did not know how far we had gone, that is why I was not mentioning it. We are talking with the teacher education branch about a special course for advanced study in special education at those facilities of approximately 125 hours, which would probably be on a weekly basis, something of that sort, or may be continuous for a period of time, depending on how we can manage to integrate it.

**Mr. Bounsall:** When would that likely come in?

**Hon. Miss Stephenson:** I do not know yet because the discussions are going on with teacher education branch right now. As I said, I am not sure how far along the road we are to finalizing it at this stage.

Mr. Sweeney had specifically asked some questions about evaluation yesterday which I really do think we should respond to, if that is possible today.

**Mr. O'Neil:** Just on this Trillium setup you have; have you ever considered a similar setup in eastern Ontario at the Sir James Whitney school?

**Hon. Miss Stephenson:** As I said yesterday, the two schools that have been established are demonstration projects for two or three purposes. One is to examine the efficacy of the kind of program which has been developed there, the objective of which is to integrate the young people back into the regular school system as rapidly as possible, rather than taking them out of the school system completely and keeping them out. Once that evaluation has been carried out we will know what the future expansion of the program should be.

I believe that evaluation must be carried out first.

**Mr. O'Neil:** I believe your officials or possibly you have had inquiries from the Belleville-Trenton area in regard to the Sir James Whitney school, about setting up something similar or something to deal with—

**Hon. Miss Stephenson:** The request which has been made from certain sections of eastern Ontario relates primarily—to my knowledge at this point—to the possibility of the establishment of a specific residential pro-

gram for autistic children. Many of the boards in that region at the present time have some day programs for autistic children, some of which seem to be succeeding very well. That has been explored and is in the process of being examined to see whether it is the thing that needs to be done or not. That has been the report.

There are certain other handicaps which would appear to benefit from the educational program which has certain similarities to the program for the very hard of hearing or the deaf children. This is also a matter we have to explore to see whether there is feasibility or rationality in establishing an expanded program to encompass some of those as well.

**Mr. O'Neil:** Have you any ideas—

**Hon. Miss Stephenson:** As to the timing?

**Mr. O'Neil:** Yes.

**Hon. Miss Stephenson:** Not at this point, because I think we have to look first, as far as the autistic children are concerned, to see if the responsibility legislation is effective, as I think it will be. It's entirely possible that residential programs for all but extremely difficult autistic children should be carried out within the regular school system. But the other special-educational activities may need to be explored as a centre for dissemination of information, dissemination of technique, and perhaps even the kinds of mechanical-support systems which are of assistance.

**Mr. O'Neil:** It would seem to me—and I am not an expert in any way in this field—where you have such highly trained staff as you do, say, in the Belleville school, there are people there who could help out the local boards of education with some of these problems they are having.

**Hon. Miss Stephenson:** But they do, on a consultative basis.

**Mr. O'Neil:** Even more than what they do now, because, as I said, there are really excellent facilities. I am not totally clear. I know there is a sharing, but what else do they do? You were saying they do co-operate with the Hastings County Board of Education. What type of things do they do?

2:30 p.m.

**Hon. Miss Stephenson:** They provide educational consultative services for many of the boards in eastern Ontario as well.

**Mr. O'Neil:** This is done between Sir James Whitney and the local board?

**Hon. Miss Stephenson:** Yes.

**Mr. Chairman:** Should we go on to the evaluation matter now?



**Hon. Miss Stephenson: Could we?**

**Dr. Fisher:** Mr. Sweeney's question was related to finding, within the estimate structure, the connotation of evaluation. We have passed the research initiatives, and there are funds located in that branch relative to new developments in the field of evaluation. I will touch upon that in a moment. However, the regional office vote and item also contains money, as we discussed yesterday, devoted to activities which could be found in the evaluation sector.

One might say there are a number of initiatives under way at the local school board level and on the part of the ministry related to this particular field. Some of them, by definition, could not be truly said to be evaluation activities; they are assessment activities and there is a difference. But there are a number of other activities in the area of evaluation.

Yesterday, for example, we touched upon the provincial reviews. These are a source of data which come into the ministries and which are also provided to school boards. I believe the members of the committee have received these various provincial review reports. If there are those of you who wish to have more of them, we would be happy to provide them.

Interestingly enough, other evaluation-type material comes in from school boards in the form of annual reports. Some are highly glossy tributes to the officials of the board and selected trustees; others are more meaningful descriptions of things which go on at the school board level. Not all boards undertake that activity, however. There is a host of evaluation activities that go on under local school boards.

One of the development areas which is very critical at the moment is the Ontario assessment instrument pool. Perhaps I could just dwell on that a little bit. We have material here which would describe for you the assessment pool, both in French and English. I am happy to say. It is available to any of the members of the committee who may wish to read about this in some depth.

The instrument pool by its name suggests that we will have a capacity which will allow the province and local boards on a system-wide basis to mount more informed and hence more effective program-evaluation projects. The major component of this pool will be banks, if you will, of test items—a test item being, in its most simple terms, one plus one equals two—and other assessment instruments related to specific learning objectives. Those are found in the guidelines pro-

duced by the Ministry of Education. We hope that we will be able to create a more flexible assessment capability as a result.

Officials, administrators, principals and particularly teachers will be able to select a particular objective they wish to have assessed, and then retrieve instruments geared to these particular objectives out of the pool. Because the instruments in the pool will have been widely used and pre-tested they will be calibrated, so anyone using them will be able to compare the performance of representative samples of students in one group with the performance of students in other groups. This provides a basis for detecting change over time in both with the instruments we have at hand.

The idea is truly a collaborative endeavour. Although the Ministry of Education is providing the leadership and most of the funding, school boards, teachers and officials' organizations—some of whom were grouped with us this morning—subject groups, faculties of education, and the Ontario Institute for Studies in Education are co-operating to collect the existing materials and develop new ones for the pool.

There are two basic functions for the Ontario assessment instrument pool: to assess program evaluation at the provincial and local level; and, more important, to assist the evaluation of student achievement at the classroom level for both diagnostic and summative evaluation.

This second and most important function targets the OAIP for the use of teachers. We feel it is the teacher who provides the diagnosis of students' needs and who applies that diagnosis to the reshaping and adjustment of teaching. It is the teacher who establishes the competency goals for each of the students and who groups these students by related needs and goals.

This target is here because it is the teacher who designs educational programs, selects the materials, methods and techniques to meet the needs of their students and establishes goals for each of them and who presents the selected programs to the students for whom they are designed. We feel that the stress should be on this objective, too, because it is the teacher who evaluates the realism of the goals set for the student and the suitability of selected programs for students.

The policy of OAIP, therefore, is very directly related to the key role of the teacher, and is designed to provide a capability to the teacher in the area of evaluation. Specifically, we will be moving with this project in the development to ensure the following things:

First of all, that all the instruments and test items in the pool be open to scrutiny and selection by anyone wishing to make use of them.

Second, we feel that the pool should not be used for the purposes of teacher evaluation or for the comparison of individual students, schools or boards.

Third, we feel that all evaluation schemes proceed from the premise that the individual teacher in a particular instructional or learning context is the prime agent for student evaluation. We feel that the pool will not and should not be used to replace but to supplement the current evaluation practices and materials in the classroom.

We feel that the target will be met if we watch very carefully in the development of these objectives. We feel that all items and all the instruments which OAIP comprise should be field tested first and validated by committees with the widest representation possible.

We recognize at this point in the development of the OAIP there may well be a communications problem. This subject came up last year.

First of all, that problem has been highlighted by various requests for the establishment of an advisory committee to the ministry related to the OAIP. That is a committee that would provide criteria on the appropriate uses of the pool, monitor the development of the pool, advise on the limitation or expansion of it and create a program of information for all the users. We are reviewing that request for the OAIP. Indeed, the committee on declining enrolment response may well cover that point.

Still in the area of communications, as we move out of the development phase—that is from the research and evaluation branch—our communications will tend to emphasize the following things:

First of all, we will give advance notice of any ministry-directed evaluation project using the pool, and we will ensure that everyone is aware of the purposes for which we are using it. We will advise about the sampling procedures to be employed, the uses that we will be making of them and the findings.

Second, our communications will stress that sampling procedures be predicated upon the preservation of the anonymity of the individual who is subjected to the test.

Third, we will guarantee that the ministry will not provide information on the performance of individual teachers, students, schools or boards, or permit comparisons to be made as a result of testing projects.

Finally, we will try to communicate more about the OAIP to avoid the repetitive programs and patterns of testing which might encourage teaching and preparation for tests of an inordinate nature.

We recognize, too, that there is a manpower requirement in order for the OAIP to be fully functional; during the next field and pilot project testing phase we will be concentrating upon manpower requirements. We hope, therefore, that before the full OAIP application is instituted, boards of education, teacher groups—both individually and collectively—and administrators will be subjected to a series of manpower development exercises related to the OAIP and its use in the classroom and in school systems.

We have other documents here dealing with the OAIP, which are a summary of the big book. We would be happy to pass this around to the members who may wish to have a copy.

**Mr. Chairman:** Thank you, Dr. Fisher. Are there any questions on that?

**Mr. Sweeney:** Mr. Chairman, that was most appropriate. It was the first question I had on my list for this afternoon.

Let me go back to try to clarify a couple of things. The deputy referred to something—he went pretty quickly and I just want to be sure I caught it—being calibrated so as to be able to provide some comparisons. Then the deputy went to great lengths to say that we're not going to make comparisons. I am sure there is a distinction there I missed. I wonder if he might help me.

2:40 p.m.

**Dr. Fisher:** May I return to a memorable occasion when Mr. Sweeney was discussing P(1)J(1). I believe he used the concept of "tiles in a plane." I remember that ringingly.

The calibration simply means looking at whether the child in Wawa can cope with the concept of tiles in a plane in the same way as a child copes with it in the city of Windsor or Waterloo. The calibration simply takes that into account.

In other words, the teacher will be able to say, "Yes, with my students the probability of understanding that concept is very real. I now know whether they can cope with it or not." And that is real in terms of the expectation held for students elsewhere in the province using the same guideline.

**Mr. Sweeney:** All right. What will be the relationship between curriculum guidelines put out by the ministry and the assessment pool? Let me put a second part to that question: Will there be more detail in future curriculum guidelines with respect to evaluation?

**Hon. Miss Stephenson:** I am not sure that we are looking very seriously at a tremendous expansion in the area of detailing information related to evaluation, particularly when the teacher knows that in certain subject areas the OAIP mechanism is there for utilization. There will obviously have to be a great deal of communication and explanation about the appropriate way in which to use the instrument effectively in terms of the area in which the teacher is interested or concerned. But that does not necessarily mean a guideline.

**Mr. Sweeney:** Tying in with that is the obvious question from a teacher's point of view. How does he or she know what to ask for or what to look for? I am in my class with my grade five kids and teaching them math and English and science. What question do I ask? How do I reach out?

**Hon. Miss Stephenson:** The experienced teacher, I'm sure, would have no difficulty with that. An inexperienced teacher, like me, would probably have great difficulty with it.

**Mr. Sweeney:** What you have to understand, Madam Minister, is that this is an entirely new mechanism you have put in place. There are materials available that will meet certain needs the teacher has and the student has, but in order to use those materials wisely the teacher has to know what form they are in, how she gets them and how she uses them.

There is no experience on that; this is brand-new to everybody. I'm sure you understand that.

What a teacher does now when she finishes teaching a certain segment of the course is to sit down and draft a test, which is a reflection of what she taught, in order for her to discover how well she taught it or, more precisely, how well the students learned it. She can take some corrective action if it hasn't been learned well and she can pat herself on the back if it has been learned well. That's what teachers have done for a long time. They have never been able to reach in and pull this thing out.

**Hon. Miss Stephenson:** In some instances I am sure that may tend to be a relatively subjective exercise, depending upon the teacher's assessment of what the children should learn, although she is guided by what is contained within the guidelines about the appropriate goals and objectives of that educational program. The technical means of utilizing the pool in support of that activity is information which the ministry must provide to each teacher who is likely to be involved in using any of those instruments.

To give you the technicalities, which I would never be able to do, could we ask Mr. Hildebrand to respond specifically to Mr. Sweeney's question?

**Mr. Sweeney:** I would appreciate it if Mr. Hildebrand would gear his response to a couple of points. I will repeat to some extent what I am looking for. I'm trying to imagine a typical classroom teacher suddenly having available to her this instrument she hasn't had before. In what form will it be, where does it reside, what kinds of questions does she ask, and how does she use it? I am sure Mr. Hildebrand is aware these are the questions that must be uppermost in the minds of classroom teachers across this province right now.

**Hon. Miss Stephenson:** I don't think there's any doubt that teachers, looking at a totally objective mechanism for measurement of the kinds of things which they have done traditionally through their rather more subjective means, will require assistance. I suggest to you that's precisely what our responsibility is; to give them that information about the appropriate way of using those materials. That is a part of the communications program we must carry out.

**Mr. Sweeney:** May I hear?

**Hon. Miss Stephenson:** Indeed.

**Mr. Hildebrand:** We are just at the final stages of making decisions on the aspects Mr. Sweeney has addressed. What we see happening now is that for each subject area there will be a manual which will address how you use that particular subject. In addition, there will be a general manual produced for dissemination to teachers, which will outline the general concept of how you go about using an item bank.

On the specific question of access, the materials in the pool will probably appear in hard copy starting this fall. There will be a double indexing system. One system would take teachers from the ministry guideline to the broad objective to which they are teaching and which would be contained in the index. On turning to the relevant pages they will find, under that broad objective, other objectives which are a breakdown of the general objective. They would then focus on those narrower objectives in sequence and find the items associated with those narrower objectives.

The other way teachers will be able to gain access to the materials is through a key-word concept. Let me use an example to make a point.

Suppose we are teaching French-English relations. Here we would not have to be



concerned, necessarily, about a grade level. We might say, "The Durham Act," for instance, to bring us to the type of item we want. So it is possible to obtain the material either through the guidelines or by using the context basis. Those are the two methods we envisage using at this time.

**Mr. Sweeney:** Let's say a teacher wants some test items to check the understanding of her students on the causes of the War of 1812. In what form will she get that information? Will it be objective; essay type; fill-in blanks?

**Mr. Hildebrand:** The items are being developed by practising teachers. One of the mandates we asked of the teachers is that they prepare materials they would normally use in their classrooms. In terms of the context area, we would expect the items could be multiple choice, essay or whatever it is teachers would normally use. We are not specifying it has to be one thing or another, only that it match what teachers use in the classrooms. It would depend upon the nature of the materials.

**Mr. Sweeney:** What physical form will it take?

**Mr. Hildebrand:** The short-term objective is to produce all the materials in a paper format, probably in a loose-leaf binder, so teachers will be able to reproduce the materials directly from the binder. The long-run expectations are that we will computerize all of the materials, which will eventually allow the ministry to deliver to school boards a test capability where the school boards have a terminal hook-in to the government's computer.

It is not beyond the realm of possibility that by the middle 1980s the microtechnology will be of such an order that we could, on an annual basis, produce these on flexible disks, say, and send them out to boards which could then disseminate them in their area in any way they wished. The cost would not be prohibitive for any additional copies they might want. In summary, in the short run it is paper and our long-term objective is through some type of computer network.

**Mr. Sweeney:** Let me sketch something and tell me if I'm on the right track.

It has often been the practice of teachers to share with one another the testing evaluation materials or items, whatever you will, they have used in the past or are using at the present time. One grade seven teacher will go to another one and say: "I'm teaching this topic. How do you check up on your

kids in that? What have you used?" In a large, sophisticated, glorified way, is that really what we are talking about, the sharing?

**Mr. Hildebrand:** Yes.

**Mr. Sweeney:** Does it really distil to that? On a much wider scale, but is that ultimately what it amounts to?

**Mr. Hildebrand:** That's happening through the way the materials are being developed and from the exposure people will get from the use of this it will become a realized objective within the schools. Teachers will have common instruments; they themselves will produce materials and want to share them with their colleagues in the school to increase the total materials available for their assessment activities.

**Mr. Sweeney:** We know the designing of curriculum requires certain skills and one of the comments we have often heard from classroom teachers is that they were given very little instruction during their teacher-training program to do this. As you probably remember, one of the reactions when the very general—I'll be charitable and use that word—guidelines came out from the ministry in many cases requiring the classroom teacher literally to build her own curriculum, the cry was: "I don't have the skills to do that properly. You have to have people with more expertise to do that."

2:50 p.m.

Now the same is valid with respect to evaluation and testing. It isn't something you just sit down and write out. There are good ways, there are better ways and there are poor ways to test, to evaluate.

If what we have is a sharing of what average classroom teachers normally do, to what degree is it a really good instrument? A sophisticated, valid instrument? To what extent does expertise come into play in designing these items? How reliable are they as a mechanism, a vehicle, to test what you are trying to test?

This is an old teacher speaking, Madam Minister. That's obvious, eh?

**Hon. Miss Stephenson:** I am aware of that, yes.

**Mr. Sweeney:** I have struggled through these myself and what I'm really trying to find out is, is this tool going to meet the need? That's really what I'm trying to get at.

**Mr. Hildebrand:** When we originally started this project we could have made two decisions. There were two ways to go. We could have recognized what Mr. Sweeney is addressing and hired people to create the

instrumentation that would give us items in the higher cognitive areas, the effective domain, et cetera. The one thing we would not have obtained from that is ownership of the materials by the teachers in this province.

We know teachers create tests virtually every day. Many of them are good, many of them are otherwise. But the decision was made that ownership and an education of teachers about this area is more important. Therefore, we deliberately set out on a path of having teachers develop the items, knowing full well what Mr. Sweeney has just alluded to.

One of the things we did though was to ask through the subject advisory committees, structured for each subject area, to create a matrix of content along one side and behavioural objectives or behaviours across the other. As the items have been produced, we have been filling in those cells in the matrix.

We realize there will be gaps in the matrix. We will then take steps to utilize those teachers who have a flair for item development or otherwise to form those cells. It is our expectation there will be receptivity from teachers to want to use that material once they have realized how difficult it is to produce materials in that area.

That has been the strategy we have used to try and counteract the points made by Mr. Sweeney.

I think also through that process we then develop an in-service within the educational community to a total awareness of what is involved in an assessment program.

**Mr. Sweeney:** What is the current state of delivery? When will materials be available; approximately how much of the total pool; what's the delivery mechanism; is it by mail or courier?

**Hon. Miss Stephenson:** A number of items have been developed in the elementary level, some in the intermediate level and two in the senior level. Will they all be ready by September?

**Mr. Hildebrand:** No, they will not, Madam Minister.

**Mr. Sweeney:** I have your list in the opening statement, Madam Minister, and I have reviewed that.

**Hon. Miss Stephenson:** Which are going to be ready by September?

**Mr. Hildebrand:** The mathematics or mathématiques should be ready for distribution before the end of September. With respect to the other subject areas, we will be publishing representative materials this fall. Part of the reason we are not able to do the complete

pool Mr. Sweeney has alluded to is that we still have to fill in those other areas where there have been no materials.

I should point out, however, because we have not field-trialed the items, that is having representative samples of students in the province actually try the items, we do not know whether the items will purport to do what the item writers claim they will do. That field testing will be done in the spring of 1981, but there will be materials out so we can perform an in-service function and make people aware of what this is in all those areas which are addressed in the minister's statement.

**Mr. Sweeney:** Would it be reasonable to say then the instrument pool will not be fairly well operational until September 1981 or even September 1982, that the coming year is going to be perhaps more devoted to field testing?

**Hon. Miss Stephenson:** And dissemination of information and acclimatization of those who will be involved in its use, yes.

**Mr. Sweeney:** To what extent will it be possible for a teacher using this pool to make a judgement as to how well her students are doing compared to other students of relatively the same ability in other parts of the province?

"Are my kids doing okay or aren't they?" "Am I on the right track or am I not?" "The fact that they score 65, what does that mean?" However they score or whatever the scoring mechanism, will that be provided?

**Mr. Hildebrand:** After the field trials. The field trials have a double aspect; one is to clean up the items, actually to make sure they assess what they are expected to assess. For those items that do achieve the target we will then have normative data on an item-by-item basis which will allow that type of comparison for a teacher in her classroom.

To do that we will have to capture some type of information on the nature of the student who took the items, otherwise you really can't make some type of comparative judgement. We will probably try these out in, say, grades seven and eight and you can get different data for grades seven and eight. The teachers will have to relate their students to the normative data before they could make any type of value comparison.

**Mr. Sweeney:** On what basis? IQ? Achievement for the last six years? How are you going to compare students?

**Mr. Hildebrand:** I don't have the definitive answer to that question at this time. Part of that is a psychometric determination, but I

think it would be based on where in the guidelines or something along that line.

It would be easier to give an illustrative example at the secondary school level. You would probably collect information on four or five levels within the secondary school system. So if you were exposing a student to an item, a basic level student, you would not compare it with a student who was at an advanced level. You would have to gather the information on that stratified basis so you would be able to make that type of comparison.

**Mr. Sweeney:** Do you sense you are going to have an equivalent stratifying at the elementary level then, based upon some criteria?

**Mr. Hildebrand:** That probably will have to be addressed. Again that is in many respects a psychometric question and until we gather the data and present it to psychometricians I really don't know the answer to that question. There is also the curriculum aspect that has to be addressed.

3 p.m.

**Mr. Bounsall:** Could I come in with a supplementary on this point? These are curricula-based; there is a curriculum, at least a guideline, if not a very thoroughly written plan.

When you talk about field trials, those field trials are to clean up the assessments you're developing?

**Mr. Hildebrand:** Instruments, yes.

**Mr. Bounsall:** Instruments you're developing, all right. As a grade seven teacher hooked into one of these programs, I give it to my class with a 65 result. A question the teacher may ask is exactly as Mr. Sweeney says, "How am I doing in my classroom on the same curriculum in comparison with other schools in the province who are presumably using the same curriculum and the same instrument?"

Are you not collecting the assessments of those people who used the particular instrument? Are you going to ask for the results of having used the instrument so if the teacher asks how his or her class is doing relatively you have an average number you can feed back?

**Hon. Miss Stephenson:** That obviously will be available. However, there may be variations in the results attributed to one class related to factors which are not necessarily curriculum factors, and I think we have to be aware of those variations, the kind of variabilities that can occur. That is why Bart

is talking about the examination of this problem with the assistance of psychometricists and individuals who have had experience with the examination of groups of children within a school system.

There are times when it probably would be invalid to compare the results in—I don't know what subjects specifically—in a school which may be very much isolated from a large community. For example, in social studies. If you were talking about social structure within an urban area and you were attempting to examine the achievement of children in understanding that kind of social structure, the totally isolated community might not have the same results from the use of the instrument in that situation as would those children who are living with that kind of community.

**Mr. Bounsall:** Understood. Where is the factor, and at what point is that taken into account then? If you were going to hand out an average, you would automatically exclude—and who makes that decision—a variable school which has that obvious skew to the curve? Do you really anticipate doing this? That is my question.

**Hon. Miss Stephenson:** Providing information to teachers?

**Mr. Bounsall:** Yes.

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** On the results?

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** All right, so you are going to do that. Are you going to exclude, and how, areas in this obvious example where you would expect a different result? Where is that going to be excluded from the average and how?

**Hon. Miss Stephenson:** This is precisely what Bart was talking about, the need to examine the appropriate levels of comparison or the appropriate methods of comparison with the assistance of those who have had a great deal of experience and expertise in that area.

**Mr. Bounsall:** So at the moment though you simply haven't—

**Hon. Miss Stephenson:** It's not finalized yet, no.

**Mr. Sweeney:** Will a teacher who uses a test item or any series of them from the pool be required to make some kind of report back to the pool? What form will that report take?

**Mr. Hildebrand:** I think with the initial efforts this fall that will not be the case, because the instrumentation will not have been



validated. Our long-term objective—one of the reasons we wish to computerize the pool—is that we would then have that capability. We would be able to offer a test-scoring service to school boards and in return for that we would be able to provide access to that information on an anonymous basis so we could keep, so to speak, a running tabulation on the items and would know what was happening with those items over time.

That links back to what is happening to your curriculum over time and allows you to take remedial action immediately rather than on a periodic basis, which has been the case heretofore.

**Hon. Miss Stephenson:** It's important to remember that the pool is not designed to replace the techniques which have been used in the past 20 years for assessment of the progress of children within the educational program. It is to supplement it, to provide the teacher with yet another instrument, another mechanism to ensure that the assessment carried out is satisfactory to the teacher and in terms of the objectives of the curriculum which has been developed.

**Mr. Bounsall:** Can I say that the answer, as I heard it, to Mr. Sweeney's direct question was yes, some time in the future you may be requiring teachers to use it to report to you the results, but certainly not in the initial stages, and not for two or three years.

**Hon. Miss Stephenson:** I'm not sure we can tell you how long right at the present time. It depends on the validating of the items that are used and how rapidly that can be done.

**Mr. Bounsall:** How long would you guess it would be? Would it take a year and a half for the ones who are coming in in September?

**Hon. Miss Stephenson:** What was your guess on this in the beginning, when you started on this activity, as to how long it would take to develop the items?

**Mr. Bounsall:** You have a program of those that will be in place and in use this fall. How long do you think the validation might take on that?

**Hon. Miss Stephenson:** Approximately a year.

**Mr. Bounsall:** Like the mathematics for grades seven to 10. In other words, you are collecting—

**Mr. Hildebrand:** We will have the initial data on all those subject areas by, say, June 1981. We have done a field test. For the updating after that, certain economic con-

siderations enter the discussion, and late 1982 or early 1983 would probably be the earliest it could be done. It depends upon the implementation of the program with respect to teacher usage before you can start bringing back information.

It does not involve only the building of the capability to retrieve that information. There is also the in-service work to be done so teachers will use that information. We are probably looking at late 1982 and into 1983 before we get any type of feedback on the actual usage within the classroom.

**Mr. Bounsall:** It won't be until you are pretty well convinced of the program and the validity of the instruments that you could say: "This is a program which does validly assess the curriculum being used in that area. We would now, at this point, like all of those teachers who use them to give us the results they have found." Then you would be able to say something meaningful about the results as they come in, but not before that point.

**Hon. Miss Stephenson:** I'm not sure what you mean by results.

**Mr. Bounsall:** Suppose I am a teacher using one of these instruments to assess my class in a particular subject under the curriculum laid down. I am supposedly teaching that curriculum in my classroom. I use the instrument and I get a certain result with my class. There's no point in the ministry having that data, because they are not yet fully convinced of the validity of the instrument. But at some point you will be.

**Hon. Miss Stephenson:** But we must have those results in order to assist in the validation of the instruments. If you are suggesting that the testing will be carried out and we will not know what happens as a result of the testing or what the results of the testing were, that is not correct. We do have to have that in order to carry out the appropriate validation. So, we will have some information of that sort. That's why I'm saying I'm not sure what you mean by results.

**Mr. Bounsall:** The question Mr. Sweeney asked, which I am also interested in, is will you be requiring the teachers to report? I now get the feeling that the answer is going to be yes, because you want to use that in the further refining of the instrument. Up to this point I assumed you weren't going to make that requirement until you got your input data from the schools and had determined your instrument was correct. Where are we in that?

3:10 p.m.

**Hon. Miss Stephenson:** That's why I'm confused about the word "results."

**Mr. Bounsall:** Teacher feedback as a result of the plan—

**Hon. Miss Stephenson:** We obviously have to have teacher feedback. How can you carry out validation without having—

**Mr. Bounsall:** Why isn't the answer a simple yes? I gather it isn't quite as important.

**Hon. Miss Stephenson:** I gather that it is not, as well.

**Mr. Hildebrand:** There are a couple of things that could happen. In 1981, we would do the provincial field testing and collect the data. That's the initial collection. There are a couple of other ways to monitor trends, if that is what is being addressed through your question, Mr. Bounsall. You can get it through the voluntary submission of results of the items which the teachers are using in the schools on an ongoing basis.

**Mr. Bounsall:** Voluntary?

**Mr. Hildebrand:** Yes, to their voluntary use. As the minister has pointed out, these materials are to supplement what teachers already have. We are providing a service to the school boards. In some jurisdictions in the United States, through the item banks they have developed, the teachers are using this instrument. There is a continual flow of information back into the pool and they are continually calibrating so they can see what is happening over time.

The other way to do it is on a periodic basis to go out with a provincial survey and collect your data that way. Then you can monitor what has happened over that time interval. These are a couple of ways of doing it. I don't know whether we are in a position at this point to say which way we are going to go.

**Mr. Bounsall:** I gather that the difference between the systems is that one is continuous, making voluntary feedback compulsory; the other is periodic and depends on when you make your survey. That's the only choice you have, if I understand what you have now said. You are going to get it, whether it is a periodic provincial survey or a continuous survey you are going to ask to have it sent in.

**Hon. Miss Stephenson:** Those are two different methods, and I know what my choice would be. The difficulty is that I don't know whether we are going to be able to manage that choice or not.

**Mr. Bounsall:** What's the difference between them? Certainly the use is voluntary, isn't it? I mean, in the initial stages and perhaps throughout?

**Hon. Miss Stephenson:** What you are suggesting, it seems to me—perhaps I'm hearing it wrongly—is that although a teacher may volunteer to participate, that participation does not mean necessarily the information developed as a result of using the instrument is recorded within the ministry. One would anticipate that the voluntary use of the instrument would also include the voluntary transmission of the information developed in order to help us with the validation of the whole activity. I don't see how we can do it otherwise.

**Mr. Bounsall:** I just find this a little fuzzy. If a teacher voluntarily uses it, is he not going to be asked—there's no way, in the final analysis, that you can compel him to—“Would you please give us feedback on what has happened when you have used it?” And is someone not going to be prepared to accept it whether it is—

**Hon. Miss Stephenson:** It was certainly my understanding that was going to be asked of them.

**Mr. Bounsall:** Is that right?

**Mr. Hildebrand:** That is correct. But, as you have pointed out, you cannot compel.

Could I cycle this once more, Mr. Chairman? There are two issues here. There is the service bureau function, which is an ongoing testing function, say, in which you actually create the test to the teachers' specifications. I would expect those boards that sit at the end of our CRJE network—the co-operative remote job-entry system—would get into that business.

Teachers would say: “I'm teaching these objectives, and I would like to have a test. I think the pool will cover all the objectives I am teaching. I want to use those instruments from the pool.” They will call their board office, which will send a message down the line to Toronto, and out comes a test, and the teacher gives it.

They can then do two things. I would presume that most teachers would want to mark that test in their classrooms so they could minimize the turnaround time for their students. One of the conditions we would wish to impose, if they have used items out of our central computer, is that we know what the results of that test were so we can update our records. That is one way I can see it happening.

I guess there will always be classrooms and teachers in the province who will want

to have access to the materials but will not feel comfortable in giving the results to the ministry. That has to be recognized. We would be able continually to monitor through that service-bureau function what is happening. But that may not preclude our wanting to go out on a regular or periodic basis to take a snapshot of student achievement within the province.

**Mr. Bounsall:** How would you get that provincial snapshot if teachers are reluctant to report on a particular use in the classroom? How do you get that snapshot when you go out at a given point and say, "I'd like the same material and the same result"?

**Hon. Miss Stephenson:** I think I could use the technique for reluctant individuals if I were told what it was.

**Mr. Hildebrand:** I think the technique is a stratified, random sample of the population. You walk into only certain schools, only certain classrooms. Instead of using, say, a 50-item test, you ask certain students to take a 20-item test. Because of the large number of students in any grade level in this province, that is all you need. You can build up a provincial picture out of that small sample.

**Mr. Bounsall:** In order to get your provincial survey, you anticipate going out and asking classes and teachers to take the particular material?

**Mr. Hildebrand:** Yes. That will happen in 1981.

**Hon. Miss Stephenson:** There isn't any doubt in my mind that we should attack it on both fronts.

**Mr. Bounsall:** I would not like to have it said, "We compel any teacher of any class who uses our assessment to report the results." You want to have this capability you have developed used; you don't want to discourage teachers from using it.

Until you explained it I was not sure how you were going to get enough reliable feedback to answer certain other questions. To do this, you would actually go out to do a survey, select classes and ask the teachers to use a particular part of the testing material.

**Hon. Miss Stephenson:** We could conduct the tests, as a matter of fact.

**Mr. Sweeney:** I have one final question, Mr. Chairman. Who will be the agency for this pool? Will it be the ministry, the Ontario Institute for Studies in Education, or some other agency? Secondly, will there be a cost factor for the user, such as there is for the computer guidance program you now offer?

**Hon. Miss Stephenson:** The answer to the first question is the ministry. At this point I do not see the need for any other agency.

**Mr. Sweeney:** I only mentioned OISE because I knew they were your contract people. I thought you might have it there.

**Hon. Miss Stephenson:** They are very much involved.

The second matter is one that has not been fully addressed at this point, but it will be when we have had some experience with it to see precisely the most appropriate way in which to utilize it and to encourage boards to become involved with its utilization. One never knows in the beginning the—

**Mr. Sweeney:** I gathered from a previous answer the ordering procedure will be through the board and not directly from the school to the ministry.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** What kind of turnaround time are we looking at?

**Hon. Miss Stephenson:** If we can get it computerized, it will be a matter of minutes.

**Mr. Sweeney:** Let us say in the early stages, when someone writes or phones asking for a certain item number.

**Mr. Hildebrand:** Originally the materials will be in the schools. We will have done that initial dissemination. It is after we have the computer network that we can gain second access. Having lived with computers in the early 1970s and the great promises they offered in turnaround time, I am more cautious now in my old age. I do not know whether we will be able to get instantaneous turnaround.

If we get to the point of being able to use microtechnology, I think the answer is yes, you would have a very short turnaround time. If we are going to be hooked into main-frame computers, I think turnaround time, from the teachers' viewpoint, will always be a source of contention.

3:20 p.m.

**Mr. Sweeney:** Time will tell.

**Mr. Chairman:** Shall item 8 carry?

**Mr. Sweeney:** There is more than one issue in that whole item.

**Mr. Chairman:** I was just asking.

**Mr. Sweeney:** Are we still on this issue?

**Mr. Chairman:** You have some more questions on evaluation?

**Mr. Sweeney:** I have one other question on evaluation, and then a number of questions still within item 8.



**Mr. Chairman:** Go on with evaluation. Then we will continue with item 8.

**Mr. Sweeney:** Under the heading of evaluation the deputy referred to the provincial review reports. I have a copy of one in front of me here, the one done on human growth and development. The minister is well aware of some of the contentious discussions that are taking place across the province on this one issue. I have two questions:

What does the ministry do when they finally have this all put together? You have all this information back, and you have some very nice conclusions and some recommendations. Where does it go from there? What is the end result, after this thing is printed?

**Hon. Miss Stephenson:** The initial result is the distribution of this information to the boards across the province, so that those boards may look at their program and relate it to the conclusions that have been developed. They may make some modifications, some additions, or possibly some deletions in certain areas of the educational program in which they have been involved.

One hopes that, as a result of this review, they also will see what has been perceived by many of the boards in the province; that there is a very real need for a community-school relationship in the development of programs such as this. They may appoint or develop a committee in order to review the whole educational program in the area of human growth and development.

In addition, we look at this and try to monitor as well what is happening out in the field, and try to determine whether we should be involved in some modification of the guideline resource documents.

**Mr. Sweeney:** Would ministry memoranda flow from that?

**Hon. Miss Stephenson:** In some instances eventually that happens.

**Mr. Sweeney:** Or directives? Maybe that's a stronger word.

**Hon. Miss Stephenson:** Numbered memoranda are directives.

**Mr. Sweeney:** Yes.

In the recommendations of this particular provincial review report there is a reference to the health-education portion of the intermediate guideline, which says, "Teachers should understand that the guidelines are policy statements and that their use is not optional."

That is not the way in which I read the guideline. I should have brought it with me; I'm sorry. Am I misunderstanding something?

**Hon. Miss Stephenson:** Certainly not from the literal translation of that sentence. I would like to have the opportunity to look at that carefully and to respond later.

**Mr. Sweeney:** I direct your attention to page seven, under conclusions—the fourth one. The reference there is to more time being spent on the phys-ed part rather than on the health part. The conclusion is drawn that this is not within the spirit of the guideline. That was really where I was wondering whether a ministry numbered memorandum, alias directive, would result.

Is this just a way to say, "We're telling you fellows, get cracking"? Or would something more direct flow from that?

**Hon. Miss Stephenson:** The whole area of physical education is one which is a matter of some concern. The health component of that course continues to be a matter of concern as well. As I'm sure you are aware the grades nine to 13 curriculum is obviously something that is going to be addressed in the secondary school education review project.

**Mr. Sweeney:** At my last viewing, that is not a compulsory subject.

**Hon. Miss Stephenson:** You're right.

**Mr. Sweeney:** One last question then on this one. The sixth statement under conclusions with reference to teacher training; it seems to say clearly there that not all candidates receive the necessary training in this area.

That has been one of the concerns of school boards for a long time. They don't want to introduce this kind of material because they are not convinced in their own minds that their teachers are properly qualified to teach it because of a lack of training. What would flow from something like that? Parents feel the same way.

**Hon. Miss Stephenson:** Obviously a great deal of discussion with the teacher education branch in the light of their role as liaison with faculties of education. I'm not sure this is a subject which has been addressed at any of the meetings of the teacher-education forum. I would have to check that, but that's the route that would be pursued in the light of that conclusion.

**Mr. Sweeney:** So to come back around, the thrust of my questions was to determine just what use the ministry makes of this kind of review. I think those reviews are very helpful, but one would hope when you got the information you would do something with it, as opposed to just sending out the report

and hoping someone else would do something with it.

**Hon. Miss Stephenson:** There are certain things obviously that will be the responsibility of school boards within the province and there are certain areas which are the responsibility of the ministry.

**Mr. Sweeney:** And in those within the realm of ministry responsibility, I can assume some action takes place?

**Hon. Miss Stephenson:** They have to be addressed, yes.

**Mr. Sweeney:** Mr. Chairman, I have several short questions under item 8, and I don't know if Dr. Bounsall wants to come in on this one or whether I'll run through these questions first.

**Mr. Bounsall:** I don't have anything on this one at the moment.

**Mr. Sweeney:** Okay. Can I ask a question quickly then?

I understand there is considerable concern among teachers and boards about the availability of health records. Some local health units, some doctors, some school nurses will not make this information available to teachers and teachers feel they should have it. Where does that conflict stand at the moment?

**Hon. Miss Stephenson:** Because of that concern and because of the introduction of the early identification program which requires there be some sharing of health information on behalf of a significant number of school children, we had arranged an initial meeting between members of the teachers' federation and members of the health professions primarily with responsibilities in this area.

The result of the first meeting was not what I would have hoped. It was less than constructive in its final report, but as a result of the fact it has not functioned well, we are in the process of attempting to establish an ongoing committee made up of teachers and health professionals to try to find the appropriate route for the right kind of sharing of health information and the means to facilitate it.

At present there is a great deal of concern. I am going to have to tell you that the report of the Krever commission and the report of the Williams commission will have some impact on this as well. We feel it's important to get the process of discussion and consultation started so when the recommendations of both those commissions are in they may be taken into account and there will be some more reasonable attempt

made to provide the appropriate information within the school system to those who require it.

**Mr. Sweeney:** Is this likely to be resolved at the provincial level or at the local level?

**Hon. Miss Stephenson:** It has to be resolved at the provincial level. In some local instances there isn't any problem, as you know.

**Mr. Sweeney:** That's why I raised the question.

**Hon. Miss Stephenson:** But in many more instances there is a problem and as a result, it would appear the resolution must be sought at the provincial level so it may be disseminated.

3:30 p.m.

**Mr. Sweeney:** So we are probably looking forward to some kind of joint declaration by the two ministers. Is that reasonable to assume?

**Hon. Miss Stephenson:** It won't be just the ministries involved. For example, we have reached agreement related to the whole question of immunization.

**Mr. Sweeney:** That will be my next question. I want to deal with that too.

**Hon. Miss Stephenson:** That has been a process in which both the ministries of Education and Health were involved, and also medical officers of health and others and school officials through the regional education council. We have come to what I think is a reasonable solution to that problem and one which will facilitate the more active pursuit of complete immunization for children within the school system.

The same kind of activity has to take place related to health records.

**Mr. Sweeney:** I can see a difference between the two issues. For example, with respect to immunization I am fully aware, and I am sure the minister is, of the whole question of conscientious objection by some parents, opposed to the majority of parents who would probably do it if they were told they had to.

**Hon. Miss Stephenson:** The majority.

**Mr. Sweeney:** Yes. My recollection is, and I have to go back a bit, that it was at one time mandatory to have your shots before you entered kindergarten and that lapsed.

**Hon. Miss Stephenson:** To my knowledge, it has never been mandatory to have immunization injections in this province. It has been widely encouraged and that encouragement was extremely successful.

**Mr. Sweeney:** So it was practice rather than—

**Hon. Miss Stephenson:** Yes, it was practice, and we maintained a very high level of immunization support throughout the school life of children on a purely voluntary basis as a result of the fact that there had been a long indoctrination period which began in 1933 or 1932. With the rapid influx of a large number of immigrants from other parts of the world in which this kind of program had never been widely supported, there was a dramatic lessening.

As our information and knowledge about the maintenance of levels of immunization grew, we recognized as well there were certain injections which needed to be repeated more frequently than we previously had thought necessary. It has been as a result of that the concern regarding immunization has grown.

**Mr. Sweeney:** What do you anticipate to be the most likely resolution?

**Hon. Miss Stephenson:** The immunization program?

**Mr. Sweeney:** Right.

**Hon. Miss Stephenson:** We have a resolution which I believe will be announced in June when all of the consultations have taken place regionally with the health people and the education people in the areas. It's a sharing of responsibility which would appear to be rational, supportable and acceptable.

**Mr. Bounsall:** Just a supplementary on this area. How did that encouragement come throughout the years?

**Hon. Miss Stephenson:** It came from the provincial government of this province.

**Mr. Bounsall:** To the school boards, to the principals of the schools, is that it?

**Hon. Miss Stephenson:** No, not necessarily through the schools.

**Mr. Bounsall:** Through the public health nurses?

**Hon. Miss Stephenson:** Yes, through the public health system.

As a matter of fact, the encouragement was primarily because no matter where you had your injections the materials were free. I think that encouragement was necessary and it was successful. The materials were provided through the school doctors in the beginning, because there were those who were assigned specific responsibilities. In some areas it was the medical officer of health and in some it was a physician who took on the role of the immunizer for the school system, or through the public health

nurses or the school nurses who were hired by boards.

Equally, the provision of the immunization program was within the practices of individual physicians as well, and those records were shared with the schools in order that the schools would have the information they required. But there has never been a mandatory program.

**Mr. Bounsall:** So the encouragement went through the medical side rather than through the school boards to say to their principals—

**Hon. Miss Stephenson:** It went through both the health side and the school side, probably with equal vigour, not equally shared, but the discharge of the responsibility certainly was shared.

**Mr. Bounsall:** Okay.

**Hon. Miss Stephenson:** The sharing of medical information is a different ball game really. The concern there has always been that the medical information regarding a child is private. In our traditional sense of the child as part of a family or as the responsibility of a parent, it was felt the parent was in charge of that information. If the parent wished to share the information with others, then a signed release was provided so the physician could give to another individual—and traditionally it has been to another health individual—that information.

The wide dissemination of information regarding health problems or health situations has never been enthusiastically supported in any part of the health system. Therein lies the difficulty at the moment.

I recognize that a teacher in a class, for example, must be able to recognize whether a child who has a seizure of some sort is a diabetic who may be going into a diabetic coma or into insulin shock, or is an epileptic. The teacher must know the appropriate immediate action to take. It is very difficult to do that without the knowledge of the condition the child has.

That information-sharing has been very difficult to obtain. But we are trying to find a way to do it on behalf of the children.

**Mr. Sweeney:** It has always been my impression, Madam Chairman, and you can correct me if necessary—

**Hon. Miss Stephenson:** He's the chairman.

**Mr. Sweeney:** Madam Minister. Excuse me, Mr. Chairman.

It has been my impression that the flow of information the other way around has not created nearly the same problem. In other words, I have rarely heard doctors say, "If I phoned Billy's teacher to find out how he is



doing in school with respect to my concern about his health, I get the information." So it seems very much to be a one-way street problem. Is that your understanding as well?

**Hon. Miss Stephenson:** Yes, I think that is so. I am not convinced that the flow of information in the other direction—after 30 years of practice—is as free and as facile as it needs to be in many instances because it depends very much on the teacher or the principal involved. There needs to be an improvement on both sides, but the greater improvement, I think, needs to be on the health-system side.

**Mr. Sweeney:** All right. Let me move on to another topic then, Madam Minister. I have discussed this issue with some of your officials and obviously all they can do is report back, "This is the practice of the ministry and there's nothing much we can do about it." It refers to French-as-a-second-language instruction in the elementary schools of the province.

As the minister is well aware, each individual board makes a decision as to whether it is going to offer it—

**Hon. Miss Stephenson:** And when.

**Mr. Sweeney:** —and when, and whether it is going to be compulsory or optional.

The problem raised by a few parents—and I will put it at a few at this time, but I suspect it may be growing—is, given the mobility of parents and obviously of their children across the province, it is becoming somewhat difficult as boards vary greatly in when they decide to begin offering it and in whether it is compulsory or optional.

Children themselves are put in a rather awkward position as they move from one board to another, particularly if they move from an area where it is either not offered or not compulsory into an area where it is not only offered but also compulsory. The child moving into an area in grade three or grade four where it has been compulsory since grade one or even kindergarten is at a distinct disadvantage. I do not think there is any doubt about the mobility of our population.

How is a parent supposed to deal with a situation like this? I have had a few rather angry parents say it is not fair to put them in that kind of a situation; it is not fair to put their children in that kind of a situation. It is not the same as in some other subject areas where the grade one course in mathematics in one district compared to another might be different, but at least they are getting it.

Where is the ministry in that? I mean, your officials can simply say: "Well, we're sorry.

That's the policy, and there's not much we can do about it."

3:40 p.m.

**Hon. Miss Stephenson:** I am sure the policy was based upon recognition of the fact that while the ministry has responsibility of the overall objectives of education and the development of goals of education, the actual delivery of the program is the responsibility of the local school board. Local school boards were encouraged, and are being even more greatly encouraged this year, to offer programs of French as a second language at an earlier stage.

Obviously local school boards are sensitive to local conditions. If the parents in the immediate area feel it is a requirement or a necessity that children should have French as a second language at an earlier rather than a later stage, then obviously they have the capability to persuade the board that is what should be done. The boards are aware that if they do that they will be supported by funds from the Ministry of Education for that purpose. To impose this—

**Mr. Grande:** Which board?

**Hon. Miss Stephenson:** I can tell you 98.6 per cent of all the pupils in grade eight in this province are receiving French as a second language, which means 1.4 per cent of the pupils are not receiving French at all at the elementary level. I don't know which boards—

**Mr. Sweeney:** Do you have the statistics for the grades as you go down?

**Hon. Miss Stephenson:** Yes. Would you like them?

**Mr. Sweeney:** Could you give them to us, very briefly?

**Hon. Miss Stephenson:** Could I give you a comparison between 1972-73 and 1979-80? Or do you just want 1979-80?

**Mr. Sweeney:** That's fine—1972 on the one hand and 1979 on the other.

**Hon. Miss Stephenson:** I will read the 1972-73 figure first and then the 1979-80 figure. For junior kindergarten 1972-73, nil; 1979-80, three per cent; kindergarten, 5.11 per cent, 15.9 per cent; grade one, 15.63 per cent, 36.3 per cent; grade two, 18.5 per cent, 36.4 per cent; grade three, 25.23 per cent, 44.6 per cent; grade four, 30.02 per cent, 56.3 per cent; grade five, 43.94 per cent, 65.7 per cent; grade six, 66.25 per cent, 90.2 per cent; grade seven, 95.24 per cent, 99.2 per cent; grade eight, 94.11 per cent, 98.6 per cent.

That means that almost all boards now must be providing elementary French.

**Mr. Sweeney:** Could you indicate to what extent that is a compulsory offering or an optional offering?

**Hon. Miss Stephenson:** I do not think I can give you that figure at this point. When a board decides to—

**Mr. Sweeney:** I would expect that in most cases at the grades seven and eight level it would be compulsory, but I have a perception that from grade six on down there is a considerable variation as to whether it is compulsory or optional. I do not know that for sure.

**Hon. Miss Stephenson:** No. In my understanding, when a board decides to provide the program at any level it becomes mandatory for all children at that level in that board's system. That means there are many boards obviously not providing those programs in grades one, two or three; but decreasingly.

**Mr. Sweeney:** In my own community, at the public-school level, it is my understanding that the board offers French-language instruction in the primary grades and will set it up at enough schools to meet the demand. For example, one out of every four or five schools will offer it, depending upon the catchment area it serves. I understood that was fairly common. I do not know how widespread it is.

**Hon. Miss Stephenson:** We understand that once it has been established it has to be made available to all students.

**Mr. Sweeney:** "Made available" and "compulsory" are two different things.

**Hon. Miss Stephenson:** Yes, I agree. You are right. But the practice I think with most boards is that once they offer it in one grade, they offer it in that grade in all of the schools in their jurisdiction. That's our understanding of the way in which they operate.

That's certainly my understanding about the dilemma which occurred in one of the major boards in the province not very long ago.

**Mr. Sweeney:** Is there any way your people could do a quick analysis before the end of these estimates as to the number and/or percentage of boards which offer it on an optional basis? That is, that offer it rather than make it compulsory? Would your statistics show that?

**Hon. Miss Stephenson:** No, our statistics would not show that, it seems to me.

**Mr. Sweeney:** I am continuing with this matter, because it seems to me the problem rests with the "compulsory" as opposed to

"offering." I am just wondering whether there may not be a sufficient difference across the province to make an assessment.

**Hon. Miss Stephenson:** I will commit the ministry to an attempt to determine as clearly as possible whether there are boards in which the offering is less than mandatory for all students, once they begin to offer the program at a certain level.

It was my understanding there are only a very few small boards not offering French at some level within the elementary system. As the figures would suggest, it really is a very small number. But we shall try to find out whether my understanding is correct, that once they begin to offer it at any level it is mandatory for all of the children in that board's jurisdiction.

**Mr. Sweeney:** Thank you. I would appreciate having that, if possible, before these estimates are over.

**Hon. Miss Stephenson:** I am sure you are aware that the policy is, as far as the ministry is concerned at any rate, that once a board does offer the program at a certain level it becomes a subject which must be offered to all of the children at that level in that board's jurisdiction.

But what you are asking me is whether the boards are, following our policy. I guess we can try to find that out.

**Mr. Sweeney:** Not quite. I think a board can quite legitimately say: "If we have 3,000 kids in grade one, and we offer it, any one of those 3,000 whose parents want them to take it can have it. But if they don't want to take it, they don't have to take it." It ends up that 2,000 of them choose to take it, so two out of three schools offer it and the other kids come in from the other schools.

They are, I would suggest, following the ministry's mandate of making it available, but not making it compulsory. There's a very distinct difference.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** It may be more widespread than the minister realizes.

**Hon. Miss Stephenson:** My interpretation of the ministry policy is that once a board begins to offer it at a certain level it really doesn't have an option, except under certain exemption situations which, as you know, do occur.

**Mr. Sweeney:** I would suggest the minister check reality, because that's not it.

**Hon. Miss Stephenson:** All right.

**Mr. Sweeney:** I don't know how widespread it is. Maybe it would be useful for both of us to know that.

**Hon. Miss Stephenson:** To find out.

**Mr. Sweeney:** Yes.

**Hon. Miss Stephenson:** But it will take us longer, I'm afraid, because getting information back from the boards is not necessarily the fastest exercise.

**Mr. Sweeney:** It seems to me that there could be a quick cross-reference between the enrolment per grade in a board, which you could get from your statistics, and the number of children taking French per grade per board. This would tell you in a minute.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** Your computer cross-reference should give you that information very quickly.

**Hon. Miss Stephenson:** We will try that, then, and see.

**Mr. Sweeney:** That's really the quickest way to do it.

I realize from the description given previously by the deputy that the question of guidance resides primarily in the senior division.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** While we are in the elementary division, which includes intermediate, may I ask if there is any stronger movement, particularly at the grades seven and eight levels of the intermediate division, to beef up the guidance program?

I am sure it is no surprise to the minister that is the area which I and possibly a few others think is somewhat weak and is, perhaps, an area in which we could provide a great deal more service to kids who are facing some kind of career decisions three or four years down the line.

3:50 p.m.

**Hon. Miss Stephenson:** Yes; career counselling specifically or career guidance.

**Mr. Sweeney:** Yes. What is the present status of that? A lot of schools in this province, I have been told, don't offer very much guidance in grades seven and eight.

**Hon. Miss Stephenson:** We have been concerned about that in the past year and we have been working on an examination of the needs at the late elementary-intermediate level that specifically address the matter of what I would call career guidance. That's the area which seemed to be of particular concern.

We have not finished with that item at this point; we have not developed what I would call a cohesive policy at this stage. But it is a matter which we have been addressing.

**Mr. Sweeney:** If we expect students, with the assistance of their parents, to make good career and academic choices, say at about the age of 16, at about the end of grade 10—

**Hon. Miss Stephenson:** They can't have shut all the doors in the past.

**Mr. Sweeney:** —would the minister agree that a good solid counselling and guidance program in the previous four years—not just two—is much more likely to produce better results? Never perfect; I wouldn't expect that, but much better results than we get now?

**Hon. Miss Stephenson:** Guidance, I am sure, is a role which I would consider to be a combination of art and a little bit of science. It is a matter which requires people with particular talents for that job. But because of that combination, you are right; it can never be perfect.

The concern I have had, which has obviously been shared by many of the officials in the ministry, is the fact that many decisions are taken very early in the educational program of children which have a determinative effect upon those children's eventual choices of career activities. To begin an active-guidance program in the secondary school system is perhaps beginning it rather later than it should be done. That has been the basis of our examination.

**Mr. Sweeney:** I would argue very strongly that we don't require students to make career choices much before the age of 16. I am not suggesting that. What I am suggesting is that in order for them to start to make intelligent choices at that point in their life, they require considerable assistance in the four years leading up to it. That's really what I'm pushing for.

I think we have made a mistake in the past in asking youngsters in grade eight—I've said this before to your predecessor—to make what in effect could be perceived by the youngsters themselves or by their parents as career decisions. I just think that's far too early.

I would hope we could delay it, but my concern is that we don't delay the guidance counselling part to the same period of time. I would hope we would have done a good solid job in those previous four years of really helping them to think through what all the options are, to understand what their



own strengths are and what they might need to do during that four-year period to capitalize on those strengths and diminish their weaknesses.

I would suggest that when they reach that point at about age 16—that's a very personal point; I recognize that—they would be able to make much better decisions than those they are making now.

I would even go so far, and I think I mentioned this in our last estimates, that it might have a considerable impact on the number of students who are dropping out of school at about that age because they just don't know where they are going, why they are there or what is available to them.

**Hon. Miss Stephenson:** One of the proposals we are looking at is the possibility of utilizing Student Guidance Information Service at a much earlier age on behalf of youngsters in the late elementary system. But that is not the whole answer; it is a part of what might be done on behalf of those kids.

**Mr. Sweeney:** I guess what I am really reaching for is a statement of recognition of the need—perhaps a statement that you are putting some priorities in that area.

**Hon. Miss Stephenson:** There are priorities in the whole area of career guidance. One cannot assess the value of that area or effectively establish a system which will enforce those priorities without looking at the requirements of children much younger than those who have traditionally been provided that kind of experience in the secondary school system.

**Mr. Sweeney:** Do you have any analysis of boards in the province that do provide solid guidance counselling through the total intermediate division, and evidence flowing from that which shows that it pays off?

**Hon. Miss Stephenson:** Would you give me your definition of "solid guidance counselling" first?

**Mr. Sweeney:** I think it has to have two components. First of all, you need people who are skilled. I don't mean a typical classroom teacher whose only attributes for the job are a liking for kids and an understanding of the academic work. I'm talking about skilled guidance. Secondly, it has to be sufficiently available. I don't think our present secondary-school ratio of something like 300 to one—perhaps higher in some schools—is sufficient.

When I talk of good solid guidance I mean people with good guidance backgrounds, who well trained and in sufficient numbers to be available on a more ongoing basis than I

suspect is the case now. I would add to that, guidance people with a breadth of background; not just those who look at university as the end of the line, but people who have a background in trade, industry or commerce, together with the whole range of counselling skills. That's my sense of a solid program.

**Hon. Miss Stephenson:** That's a very good definition. I guess the next question I would ask you is are you aware of any board in the province providing that kind of solid program across-the-board in any segment of the educational system?

**Mr. Sweeney:** I am not. But it occurs to me there are probably some boards doing a better job than others. I'm wondering if there's any evidence to show it pays off.

**Hon. Miss Stephenson:** I don't think we have that information, but I'll be glad to try to find out. I haven't seen any such information.

**Mr. Sweeney:** It would be interesting to see it. We spend in elementary and secondary education, from all sources in this province, slightly in excess of \$5 billion. I'm thinking \$2.6 billion from your estimates and about \$2.4 billion from the local tax; so we're probably close to \$5 billion in round figures. That's an awful lot of money and surely—

**Hon. Miss Stephenson:** Did John teach math?

**Mr. Sweeney:** I suppose so. What I'm trying to get at is let's get the best benefit from that possible.

I often have the sense that the lack of a good guidance program reduces our effectiveness. What we might spend on it, in proportion to total expenditures, could be a good investment. Obviously if you could see some good results ahead of time you would be more convinced yourself and you would be able to sell your own people on it.

**Hon. Miss Stephenson:** I really do believe there probably is a slight guidance role which is the responsibility of every teacher in the school system.

**Mr. Sweeney:** That's true.

**Hon. Miss Stephenson:** But there isn't any doubt in my mind that we require an additional number of what one might consider to be consultants in the guidance area, not in the usual educational sense of consultants but within the schools to provide the additional assistance for children. Where that is best done, I don't think has been determined specifically at this point, but it is a matter of very real concern to us and it's a matter

which the group within senior and continuing education have been addressing, not simply from the point of view of the secondary school system.

It's a matter I anticipate we will be making further comment about in the not-too-distant future.

4 p.m.

**Mr. Grande:** But surely you have decided where it would be best dealt with, because in the past I don't know how many years you have decided that secondary schools are the places where guidance and counselling are to take place and boards of education followed suit, but you are dealing with vocational guidance and very little other kind of guidance.

**Hon. Miss Stephenson:** Mr. Grande, what I said was I don't know the optimum place for the introduction of specific consultative services, as I would define consultative services, with respect to career guidance within the school system. I'm not convinced the best place for them is a concentration within the secondary school system.

As a result of the concerns and the activity, I am sure you're aware we have issued a curriculum ideas book for teachers this year in the area of guidance for primary and junior divisions, because we feel there is a role for the classroom teacher, but there are additional supportive and perhaps more sophisticated requirements which may be needed earlier.

I don't know at this point—and I'm not sure you do either because I haven't heard anyone tell me—precisely where in the educational system that kind of concentrated and sophisticated assistance should be provided, but it is a matter we're looking at.

**Mr. Grande:** Don't say to me I don't know, because I happen to be specifically trained for guidance and counselling at the elementary level.

**Hon. Miss Stephenson:** At which level do you begin?

**Mr. Grande:** I would say between grade four and grade eight is the most important time for guidance.

**Hon. Miss Stephenson:** Where in there?

**Mr. Grande:** Once you have guidance and counselling in an elementary school, either grades eight and eight senior, or grade six, that would be the best, from about age 10 to age 14.

**Hon. Miss Stephenson:** I hope we will have sensitized a large number of teachers within the elementary system to meet the requirements of younger children in the area of

guidance as a result of the distribution of the document which went out very early this year to every teacher from K to eight.

**Mr. Grande:** The problem with guidance has always been that it is seen to be vocational counselling, suggesting directions the student should be going, courses the student should be taking.

**Hon. Miss Stephenson:** That may be your impression. My impression as a parent has been that the role of most of those who were trained relatively well to provide the kind of career guidance which almost all children need at one point or another within their educational system and their educational experience, has been somewhat modified.

Certainly my experience, which is relatively limited since it is only with the North York system, is that most of those counsellors become over-involved or almost totally involved in social counselling, rather than in the kind of guidance which I believe was projected as the major portion of the role when people first started to think about guidance counselling.

**Mr. Grande:** Do I understand correctly from John's questioning that you are going to be doing something in this regard from the ministry?

**Hon. Miss Stephenson:** Yes, we have already done something. It's a matter of real concern and one we are attempting to address in the most appropriate way at this time.

**Mr. Grande:** I'm really concerned. Whenever you say to me you're making studies, the studies mean—

**Hon. Miss Stephenson:** John asked us to make some studies. I said I wasn't sure we had the information to provide the basis for that study within our school system at this point.

**Mr. Grande:** My concern is whenever you make a study you end up making negative decisions as a result of studies.

**Hon. Miss Stephenson:** Oh no, Mr. Grande, you're entirely wrong.

**Mr. Grande:** As soon as John and Ted are finished, then we will—

**Mr. Bounsall:** If I could come in on this point, the material you sent around in February and March, as you outlined in your statement, most of that material and the activities described therein relate to the social side. How you develop a sense of personal identity and how you relate to others is very heavily on the social side.

You do have one point on developing career awareness and so on. It was not a

criticism on your part when you said the very career-oriented always intend to end up on the social side anyway.

**Hon. Miss Stephenson:** No, it was not a criticism. It was a statement of what I perceive as fact. Because it would appear that at that level the social factor is as important, if not more important, than it is at the secondary level, it is one the teachers have to be aware of. It does play a part in the activity one could construe as selection of or consideration of or sensitivity to a variety of careers.

**Mr. Bounsall:** The point I am making is what is happening in Britain now. They used to have the 11-plus. They then put that on a year later; postponed it till around age 12. Are they still proceeding with those 11-plus or age 12 thorough examinations of students, looking at it not from the social aspect at all but from the career program, of streaming the students?

**Hon. Miss Stephenson:** Based upon academic achievements from a rather narrow point of view.

**Mr. Bounsall:** As I understand it, they also pull out the inclinations of the children too, where they would best be suited. It is not streamed primarily on academic achievement.

**Hon. Miss Stephenson:** Not totally.

**Mr. Bounsall:** You can have a very bright student who is doing well generally but the aptitude would show he should be in a technical field. By that I do not mean the pure sciences. If he would make a superb millwright they are able to give that advice to the child at that point.

I have always felt we were not doing nearly as much as we should have been. I am not familiar with the results of studies. I know there are some results that show there are some mistakes, at least, made in the guidance that is given at that point, or the results that do show up.

I have always felt we are not really being serious about looking at our children at that age and being able to help them plan where they best should be. Has there been a good look at that British 11-plus, now 12-plus, system to see where its errors were and how it can be improved on and whether we should adopt the same? Because that is pretty well career-oriented and very little of the social guidance is done at that point, whatever else they might be doing in their classroom; they may be doing this other social stuff as well.

**Hon. Miss Stephenson:** I am aware that one of our staff has been keeping abreast of

what has been happening in Great Britain and I am sorry he is not here at present. I have not had an opportunity to discuss it with him recently.

But I am acutely aware of the major similarities between the traditional British system, which has been modified, and the system which is current in Germany at present, which provides for a definitive kind of streaming mechanism, about which I do have some concern.

The philosophy upon which public education has been based in Ontario is that all of the choices should be there for all of the children and that no specific mechanism should be used to direct them one way or another. We have perhaps bent over backwards in Ontario to try to ensure that freedom of choice would be the overriding consideration.

4:10 p.m.

**Mr. Grande:** Dr. Green might have something to say about that.

**Hon. Miss Stephenson:** That is a possibility.

**Mr. Bounsall:** I think that freedom of choice should exist. One can always ignore the results of a test or results of an aptitude-interest-ability-academic test. You can always ignore that and say, "No. This is what I want my child to do." Or the child—

I do not think we are presenting the parents or the child, amongst the choices which someone could have, with what stream at the moment looks best for that child. I would not insist that they go into that stream. There might be a tendency, the way some boards may interpret it, to be a little heavy-handed once we have that system.

We are really making the attempt to say in grade seven or eight—somewhere in there—"This is where it looks, at this point, to be best for you to do. You don't have to go there, but from the results of these tests we have done, this looks to be where you should go." That does not necessarily mean to interfere with the freedom of choice at all, provided you retain it. "You do not have to go there, but this looks to be where you had best go."

We are wasting resources. One finds that many students get bored in grades 11 and 12. Why is that? Possibly they are in the totally wrong stream. When do they finally find themselves and get themselves into an area where they are best equipped to have a career? This laissez-faire attitude on our part is something which I am not sure we should be affording as a society, let alone what it does to the individual child's development.



**Hon. Miss Stephenson:** I am not sure I would call it *laissez-faire*. I think probably the concentration of effort must be in the direction of providing all the information possible to the child and the child's parents at whatever is perceived to be the appropriate period. I have to tell you I do not think there is one specific level at which this kind of activity should begin. I do not know whether that is so but I have the feeling that because of the variation in children there is an equal variation in the appropriate introduction of that guidance and support for kids.

This is something which has to be a matter of real emphasis as far as our educational system is concerned. I would not like to see the introduction of a system which develops rigidity in terms of potential educational advancement for young people, which closes certain doors at certain times and does not provide for access to another kind of program if the child changes his mind as a result of further educational and social experience.

**Mr. Bounsall:** I think we are agreed on that, but we are not providing the parents with enough information on their child and the possibilities that are open. We are not testing the child thoroughly to be able to say in a really knowledgeable way, "At this point this looks to be the best route for the child."

**Hon. Miss Stephenson:** In the Student Guidance Information Service programs and the vocational interest search programs there now is a vocational component as well. If that can be introduced at an earlier level it could provide at least one component. I am not sure that is all that is necessary. There are other things that are necessary as well, but I do not know all the components at this point.

**Mr. Sweeney:** I will hold my questioning on this item for now. The other issues I can bring up under other items.

**Mr. Grande:** Mr. Chairman, you already know, I believe, that many standing committees of the Legislature are not sitting next week for the reason that a very important debate is going on in the Legislature the whole week. I wonder if, at this point, we can decide whether we should follow suit with other committees or proceed to sit.

This is not to say that what is happening here is not important, however, the debate on Confederation that will be going on seems to me to be, if not of paramount importance, at least just as important as what happens here. I strongly suggest we do not sit next week.

**Mr. Chairman:** I should advise the committee that the standing committees on resources development and on general government are not sitting next week; the standing committee on administration of justice is sitting on Wednesday morning. The House doesn't sit Wednesday mornings so there is no conflict there. It's up to the committee.

Certainly it is a very important debate. Participation is going to be very high and perhaps members would wish to forgo any committee sittings next week. I just wanted to tell you what the other committees were doing in that respect. The only option I see is to get special permission to sit Wednesday morning, but I don't know whether that's worth while or not.

**Mr. Sweeney:** I would only point out, Mr. Chairman, that we had a very early start on estimates this year and I cannot imagine we are going to run out of time.

**Hon. Miss Stephenson:** How many hours do we have left?

**Mr. Chairman:** We have about 17½ left after today.

**Hon. Miss Stephenson:** You are including the Ministry of Colleges and Universities, which is 11, so we have six and a half hours left for the Ministry of Education.

**Mr. Bounsall:** Two sessions or two sessions and a bit?

**Mr. Chairman:** Two sessions and a bit, yes.

**Mr. Sweeney:** They would be the two days and a lot of the debate would take place on Confederation.

**Hon. Miss Stephenson:** We are sitting Monday afternoon and Monday evening in the Confederation debate, Tuesday afternoon and Tuesday evening, Wednesday afternoon, perhaps Thursday morning.

It's agreed now? Thursday morning, Thursday afternoon and Friday morning.

**Mr. Bounsall:** Thursday evening and Friday morning. That's a whole week pretty well taken up.

**Mr. Ramsay:** It is the opinion of my colleagues in the Conservative caucus they prefer that the committees not meet next week.

**Mr. Bounsall:** I think that's very reasonable and, as I pointed out, I think we have enough time to get the whole context of the year on estimates without any problem.

**Hon. Miss Stephenson:** There are 432 hours. We had difficulty getting them all in last year, as you know.

**Mr. Bounsall:** I know, but there doesn't appear to be a problem this year.

**Mr. Sweeney:** We started very late that year. We were running into December last year whereas this year—

**Mr. Chairman:** There were a number of other issues that were referred to the committee and took up considerable time.

**Hon. Miss Stephenson:** That may happen again.

**Mr. Chairman:** It may happen but it doesn't appear to be happening so far. So far, so good.

**Mr. Sweeney:** Mr. Chairman, you have a spokesman from each of the three parties agreeing in principle with the proposal.

**Mr. Chairman:** All right, agreed that we do not sit next week? Agreed.

**Mr. Grande:** May I ask you, Mr. Chairman, now we have dealt with that, what possible issues can be raised under this general item 8, elementary education?

**Mr. Chairman:** You tell me what issues you want raised, Mr. Grande, and I will tell you where you can raise them.

**Mr. Grande:** Can you help me, because I cannot see that with a 27-person authorized complement we are going to be dealing with a whole gamut of elementary education in the province under this vote.

**Hon. Miss Stephenson:** That is not the complement of the elementary—

**Mr. Sweeney:** Mr. Chairman, if it helps Mr. Grande, we could share with him what the deputy minister told us at the beginning of this. We asked for a breakdown between senior and elementary.

We were told it covers all of the curriculum items of the primary, junior and intermediate division. It covers all of multiculturalism, native people, early identification program. Those were the four areas that were specified as being generally under this item. How far you go beyond that is your business. Did I correctly identify that?

**Mr. Chairman:** Does that help?

**Mr. Grande:** That helps tremendously. I would assume that the heritage-language program would come under this as well since it is multiculturalism, supposedly.

**Mr. Chairman:** It would be primary, would it not?

**Mr. Grande:** It would be elementary.

**Mr. Chairman:** It would be primary here, yes.

4:20 p.m.

**Mr. Grande:** Could I ask the minister or someone in the ministry what were the grants

that school boards got last year per hour of instructional time for a class of 25 or more?

**Hon. Miss Stephenson:** In heritage language?

**Mr. Grande:** Yes.

**Hon. Miss Stephenson:** Last year it was \$21 for the whole class number per hour of instructional time. Is that what you are asking?

**Mr. Grande:** Yes.

**Hon. Miss Stephenson:** It is \$22 in these estimates.

**Mr. Grande:** Twenty-two dollars this year. That's a \$1 increase per instructional hour.

**Hon. Miss Stephenson:** Yes.

**Mr. Grande:** What percentage increase does that represent?

**Hon. Miss Stephenson:** The \$21 per instructional hour began in September 1979 and continued until the end of December and, as of the beginning of January 1980, it was increased to \$22. What was your question? I'm sorry.

**Mr. Grande:** What percentage increase is that from last year to this year?

**Hon. Miss Stephenson:** It is five per cent within four months, according to the mathematical expert.

**Mr. Grande:** Five per cent within four months, which means that from September to December, as you were mentioning, they had the \$21. What amount of money did they have per instructional hour from January to September 1979?

**Hon. Miss Stephenson:** On average or an individual board basis? Because there was a variation from board to board depending upon their rate of grant, since it was tied to the rate of grant at that time.

**Mr. Grande:** Oh, I see, that is a continuing education grant. What I am trying to get at is, do you really think the \$1 increase—consider it from September to December if you want—this year, which is going to last throughout the whole year, really takes into account teachers' salaries and the development of curriculum information and materials they would desperately need? Do you think that increase is justifiable? If you think so, how do you justify it?

**Hon. Miss Stephenson:** In terms of our examination of the costs of providing the program, yes, it looks not only justifiable but very reasonable.

**Mr. Grande:** I'm just trying to get information here, I'm not trying to lead you anywhere.

The boards have been saying to you that \$22 per instructional hour would be all right this year in terms of increases to teachers and in terms of the materials they need to develop as a result of those programs.

**Hon. Miss Stephenson:** Yes, except, probably, for the Metropolitan Separate School Board.

**Mr. Grande:** Are there any other funds that are used, within this ministry or the Ministry of Culture and Recreation or any other ministry within the government, that help school boards develop curricula and materials for the heritage-language program?

**Hon. Miss Stephenson:** Not that I am aware of.

**Mr. Grande:** Are you aware the full-time heritage-language teachers have decided that because of the working conditions, or because of the lack of materials or because of the low pay they are getting—because, after all, they are qualified teachers—

**Hon. Miss Stephenson:** No, not necessarily.

**Mr. Grande:** I would say to you that the majority—

**Hon. Miss Stephenson:** You are suggesting there are full-time heritage-language teachers. What do you mean by a full-time heritage-language teacher?

**Mr. Grande:** Works every day like any other teacher.

**Hon. Miss Stephenson:** That is not the framework within which the heritage-language program is developed.

**Mr. Grande:** The fact is some of the boards have moved by developing guidelines within the school area that, if over 50 or 55 per cent of the parents requested the heritage-language program be taught during the day, they did so. In other words, they don't have to do it at 3:30 p.m. or 4 p.m. or 4:30 p.m.

**Hon. Miss Stephenson:** No, they do it from 11:30 a.m. until noon.

**Mr. Grande:** Whatever. They spend a certain amount of time. That is the concept the separate school board mostly works under, the add-on type of program. That affords the possibility of having a full-time teacher with the heritage-language program moving from one school to the next, or from one class to the next, teaching the 30 minutes or 40 minutes of the heritage language.

Those teachers are full-time teachers. There aren't very many; I think there are 100 or 120, somewhere around that area. Do you think that \$1 increase, from \$21 per instructional hour to \$22 per instructional hour,

takes into account the increase to the teachers, or do you think that the heritage-language teachers who are full time should be paid any less?

**Hon. Miss Stephenson:** That's obviously a philosophy which the board is going to have to deal with. The policy related to the funding of heritage language does not require full-time teachers—does not envisage that this will be a part of the usual instructional day. This has been on the basis of a decision made by a specific board and it does not envisage that the teachers are necessarily certified teachers. They must be teachers of heritage language but they don't have to be Ontario certified teachers.

**Mr. Grande:** Because of fewer jobs in the teaching profession, there are qualified Ontario teachers teaching the heritage-language program. Those people obviously happen to be bilingual in whatever language they are teaching the heritage language.

They are certified Ontario teachers. They don't have the protection or the strength the federations have in negotiating salary increases. Therefore the board says, in essence: "This is the amount of money we're getting from the province. The amount of money we're getting from the province supposedly represents totally the amount of money that we need to run the heritage language program."

You have said many times in the Legislature that the boards do not have to go to the taxpayers for this money, that you pay the whole shot, 100 per cent. I question that, but relatively speaking it is around 90 per cent, 91 per cent or 92 per cent.

**Hon. Miss Stephenson:** I don't know on what basis you develop that figure. I think you're relating to one board only, because the salaries paid to teachers of heritage language in the province are variable and are at such a level that one would anticipate the \$21 or \$22 per instructional hour would more than cover the cost of the provision of the program.

4:30 p.m.

**Mr. Grande:** As far as you're concerned the boards, whether it be public school boards or separate boards—

**Hon. Miss Stephenson:** Mr. Grande, when one looks at the vast majority of the boards in the province, on average the level of wage paid to instructors varies from about \$9 an hour to about \$17 an hour, so in some instances the \$22 is much more than adequate, and in some instances it would appear to be adequate.



There is one board in which there is a different circumstance and that has been the decision of that board. I think that decision was taken in the light of the knowledge of the funding mechanism of the heritage-language program, of the policy related to the program and of the purpose of the program. That board is somewhat unique in the determinations which it has reached related to heritage language.

**Mr. Grande:** Is the \$1 increase from one year to the next enough to run the program, in order to develop the materials and the necessary educational resources that are needed?

You know as well as I do that when the program started there were very few educational materials in terms of books, film strips, what have you, that a teacher would need in terms of curriculum so there would be some kind of development in the teaching of a language. There were very few of those materials.

You are saying the \$1 increase will take care of teachers' salary increases and of the continuing development of the resources the teacher needs in the classroom.

**Hon. Miss Stephenson:** On the basis of the factual information which has been developed from the experience of the boards, it would appear to be adequate.

**Mr. Grande:** I do not have the figures the board uses before me, but that increase of \$1 does not even reflect the general level of increases that normally take place from one year to the next, let alone reflect a desperate need for the development of curriculum materials. I think you have not taken that into account.

Be that as it may, if you say the boards are satisfied with that increase, this is the argument the boards use: "This is the money we get from the ministry. This is how we are going to spend the money. If you teachers want an increase which is higher than the money we have, we are not going to take any other educational resources, funds, money, form any other place to put them into the heritage language. We don't know what you can do about it. That's the money we have."

That kind of attitude has led the heritage language teachers to band together and form a heritage-language teachers' association. Maybe not this year, but the year after, I guess you are going to be hearing from that newly formed association in terms of what they think of the increases you are providing for the heritage-language program.

An editorial comment: It appears to me that 1979 was a time when you had decided

to try to do away with this program as fast as you could.

**Hon. Miss Stephenson:** That is ludicrous. That has to be stated very clearly.

**Mr. Grande:** It took over 15,000 names on petitions to get you to change your mind.

**Hon. Miss Stephenson:** No, it did not.

**Mr. Grande:** All right. You changed your mind, then, on your own accord. However there was some pressure, minimal in your eyes, a lot of pressure as far as I am concerned.

**Hon. Miss Stephenson:** Last year for the first time we had an opportunity to assess in a logical and realistic way the costs of providing the program. On the basis of the assessment of the cost that was established, there was a determination about the level. The level was \$20 per instructional hour.

Because of concerns expressed by boards related to relatively small groups within their jurisdictions, it was felt there needed to be an upgrading of that level per instructional hour. That was done.

That concern was expressed to us by boards. Specific language groups were concerned that with a small number of students, they might not be able to have the program maintained at that level since the sliding scale, they felt, was less than adequate. As a result of the concern expressed there was an upgrading to \$21 per instructional hour. Based on the information we gathered from the boards again this year, that level of funding for that four-month period appeared to be adequate and the increase of five per cent after four months would appear to be satisfactory in terms of maintaining and improving the program.

I would remind you, Mr. Grande, that it is not an integral part of the elementary-secondary system. I think it is an important addendum to the educational program for the specific purpose of helping young children to maintain their language capabilities and to understand the culture from which their parents came. That is important within our multicultural society, but to attempt to relate the heritage-language program directly to the totality of the educational program at the elementary-secondary level is, I think, an error you make.

**Mr. Grande:** Madam Minister, it is either an error I make or it is an error you make in considering it to be an addendum.

**Hon. Miss Stephenson:** I said it was a very important addendum for the purpose of enhancing the cultural knowledge of children from various backgrounds within our society.

I think it is important, but it is not a part of the elementary system.

**Mr. Grande:** None the less my feeling and my strong conviction is that it should be an integral part of the educational system. As we begin the debate on Confederation next week, it might become clear that there are other people in this province who require, need and demand some recognition. Perhaps at that time, somewhere down the road, you will begin to recognize the vital contribution that these "others"—as the census talks of them—have made and will continue to make.

**Hon. Miss Stephenson:** Mr. Grande, I feel very strongly that is recognized now and, indeed, that there are ways in which it could probably be recognized even more clearly. None the less, I am sure all of us recognize the contribution which is made by a very large number of people who have come to the province within the last half-century.

**Mr. Grande:** Ethnic all.

**Hon. Miss Stephenson:** I am an ethnic, too.

**Mr. Grande:** That's right.

**Hon. Miss Stephenson:** We are all immigrants, let's face it. This province is populated by immigrants, as is the whole of Canada. Some of them have been here longer than others, that's all. We are all immigrants. I think it is because of that recognition of the value of the contribution which the immigrants have made that the heritage-language program as been established, has been funded and is being maintained.

**Mr. Grande:** However, the needs of certain immigrants are treated as addendums. They are as important as they may be, but addendums.

**Hon. Miss Stephenson:** The need to ensure they maintain some linguistic capability in their native language, which is always neither of the two official languages of this country, and the importance of insuring the maintenance of self-worth in terms of their mother culture, is something which has been recognized very clearly.

**Mr. Grande:** Now you have found out, as of the last estimates, what is taking place in Alberta, have you made any decision or plans to begin to integrate in the educational system the kinds of programs that Alberta has?

**Hon. Miss Stephenson:** For one language group.

**Mr. Grande:** Alberta might have it for one language group—the Ukrainians—but I understand the German group is also around

that area and will pretty soon be talking about that kind of program. I understand the Indian population is pretty soon at that point, and will be talking. That magical number 100 will be reached.

Whether it is for one language group or not is irrelevant. The fact is Alberta has begun to move in a direction which recognizes that the native language or the mother tongue of the child is an integral part of the educational system. That is the important aspect. It's no longer an experiment in Alberta, it's a fact. It's part of the educational system.

Are you beginning to think in that direction at all, or what are you doing?

4:40 p.m.

**Hon. Miss Stephenson:** Are we thinking about what? I'm sorry.

**Mr. Grande:** All right, let me repeat it. Last year during the estimates—

**Hon. Miss Stephenson:** All I was asking for was the final portion of your question.

**Mr. Grande:** Are you thinking of having the kinds of educational programs the province of Alberta has with the Ukrainian language group where, in essence, the guideline is that if you have 100 children who would like to take part in that kind of experience, 50 per cent of their time in their normal school hours would be conducted in the Ukrainian language and 50 per cent of the time would be conducted in the English language or one of the official languages of the country? Are you thinking of moving in that direction?

**Hon. Miss Stephenson:** No, but we are very concerned that as a result of the introduction of the heritage-language program, a relatively large number of children will be graduating from the elementary into the secondary system with a language capability which is not translatable at this point into any kind of secondary school credit. That is a matter of concern. It seems to me that is a matter we must address carefully.

**Mr. Grande:** In other words, you are saying there are going to be a lot of these children coming in who have taken the German heritage language, for example, and that is going to be expanding—

**Hon. Miss Stephenson:** German is not necessarily a good example, but there are others that—

**Mr. Grande:** Well, it is an example because—

**Hon. Miss Stephenson:** Ukrainian is one I think is very important, as a matter of fact, because a very large number of children—

**Mr. Grande:** I chose German deliberately, Madam Minister, because German has been recognized in the high school curriculum—

**Hon. Miss Stephenson:** Exactly.

**Mr. Grande:** —for 15 or 20 years.

**Hon. Miss Stephenson:** Well, of course. Longer than that I have to tell you, Mr. Grande, because it is now almost 40 years since I started high school and I took four years of German in high school. I am a lot older than you are and have had a lot more experience with the school system in Ontario. Twenty years of German is very misleading.

**Mr. Grande:** I don't know what that means. You interpret it the way you want to interpret it. All I am trying to say to you, and your answer is clearly "No," is that you are not intending to go the route of Alberta, Saskatchewan—

**Hon. Miss Stephenson:** No, we looked carefully at the Alberta model.

**Mr. Grande:** —and other provinces. You won't let me finish—

**Hon. Miss Stephenson:** You are suggesting we need to do what Alberta has done. We looked very carefully at the Alberta model before the heritage-language program was introduced and decided it was probably more appropriate to expand to encompass a large number of languages in a broader way than simply moving in the direction of one language. That was the basis upon which the heritage-language program was developed.

**Mr. Grande:** Is it because the Alberta—  
Interjection.

**Hon. Miss Stephenson:** What's too long?  
**Mr. Ruston:** Is making a comment and I'm not sure what—

**Mr. Ruston.** I was talking to my friend and he asked me a question. I'm sorry I spoke too loud.

**Hon. Miss Stephenson:** All right. As long as you are not saying my answer was too long.

**Mr. Ruston:** Oh, never.

**Mr. Grande:** Is it because the Ukrainian population is an indigenous population to Alberta and it is—

**Hon. Miss Stephenson:** Well, it's scarcely indigenous since it's just as immigrant as I am, so—

**Mr. Grande:** I don't know. It is an immigrant population in the sense they came to Alberta some time. However, supposedly the

Ukrainian people have developed Alberta. The tradition and the—what's the word that I want?—contribution the Ukrainian people have made in Alberta is certainly a Canadian experience. It can't be anything less.

You looked at the Alberta model before the heritage-language program was introduced, and you introduced here in Ontario a heritage model which says the mother tongue of a child has no place per se in the school system in this province. Therefore, we will say that they can do it after school, they can do it on Saturdays, they can do it during the summer, whereas in Alberta they say the mother tongue of the child is an integral part of the province.

There's an attitude I am looking for. Are the people in Ontario, the immigrants in Ontario, recent immigrants and therefore have not yet become part and parcel of this province?

**Hon. Miss Stephenson:** No.

**Mr. Grande:** And does that allow you to make that kind of a commitment—but none the less I consider it to be a superficial commitment—in terms of the heritage language, as opposed to the commitment that Alberta has made, which as far as I am concerned, is a commitment to the educational progress of those children?

What you have done here in Ontario, after a lot of pressuring, is what many people would classify—and as a matter of fact, many people do tell you so openly—as being a frill. It is something out there which has nothing to do with the educational system.

**Hon. Miss Stephenson:** No, it's never been classified as a frill to my knowledge, not by anyone.

**Mr. Grande:** All right. I think you know what I am talking about, but it's okay for the time being.

With what they have done in Alberta, they don't say, "We are going to offer you Ukrainian in the afternoons or on Saturdays or in the summer." They say, "What we are going to do in Alberta, because the Ukrainian people and the other people are considered to be the builders of Alberta, is give that language recognition as a part of the educational process of the children—rightfully part of the educational process."

It's clear the attitude of Ontario on your part or on your government's part is exhibited in the kind of program you offered. As a matter of fact, I could venture to say to you that within the next five to 10 years, the program will no longer exist, not because of what you are doing because, God knows, you



tried last year to do something with it, to relegate it to a lesser importance.

The people themselves, the students themselves, the teachers themselves are right now almost in a state of a turmoil. They are saying: "Is it worth it? Is it just a sop?" They are beginning to question it and within the next five years I wouldn't be surprised if the heritage-language program the way you have it exists no longer, unless you move in a very deliberate way.

To save the heritage-language program, it should and must be part and parcel of the educational system. At that time you institutionalize it. At that time you say, "It is okay to be part of the system." Right now it's not. Right now it's just outside. It's marginal, as marginal as the people, the recent immigrants are to the society at large.

4:50 p.m.

**Hon. Miss Stephenson:** You have some very weird perceptions, Mr. Grande, but go ahead, expound on them.

**Mr. Grande:** They are weird perceptions, but let me tell you, Madam Minister, these weird perceptions you think I am expressing at this time are within the next five years, I would say to you, going to be expressed in a more aggressive way than I am doing now. Let me tell you within the next five or 10 years, there will be the next generation of these immigrants, as they are called. Their sons and daughters are going to be saying: "I'm not an immigrant any longer. I am part—"

**Hon. Miss Stephenson:** That is why it becomes even more important to provide the additional cultural experience for those children who are perhaps second or third generation, to give them a greater appreciation of their background, which is the purpose of the heritage-language program as at present constructed.

**Mr. Grande:** Perhaps you would let me finish what I was going to say. They are going to say to you, or to other forms of government: "We are not immigrants any longer. We are part and parcel of this province. Therefore, our needs are going to be met in the institutions of this province, not peripherally."

**Hon. Miss Stephenson:** Mr. Grande, I would hope you recognize a very large percentage of the population of the province has no desire to be institutionalized in any way.

**Mr. Grande:** For example, in educational terms.

**Hon. Miss Stephenson:** I would make a slight prognosis. There is an interesting re-

port which is likely to be delivered probably in July—Margaret, do you know?—by Laurier LaPierre, whose main thesis is that we institutionalize children far too much and that we should be moving away from that. The whole concept of institutionalization is one which is not particularly—

**Mr. Grande:** Again, you are taking the word I used in a very limited, narrow kind of definition.

**Hon. Miss Stephenson:** No, I don't think so.

**Mr. Grande:** What I mean by "institutionalizing" is that it becomes part and parcel of a society, part and parcel of a system of education. Part and parcel—that's my meaning of institutionalization. The language through which you supposedly are trying to give children the flavour of their cultural background will disappear within the next 15, 20 or 30 years, if you do not see that it becomes part and parcel of the educational system. If you do, at that time you have really said, "Those languages are important to the life of Ontario."

If you leave them outside the educational system at four o'clock, or on Saturday mornings or during the summer months, no wonder they are outside that educational process, outside that institution, in the broadest sense of the word.

Since you have already said you are not even thinking of going in the direction of Alberta, I guess any movement in terms of any amendments to the Education Act as suggested by Saskatchewan, Alberta, or British Columbia, is unthinkable to you at this time.

**Hon. Miss Stephenson:** Nothing is unthinkable.

**Mr. Grande:** Let me put it in straighter language, then—

**Hon. Miss Stephenson:** Am I intending to introduce such amendments at this moment or within the next six months? No.

**Mr. Grande:** All right. That's the way I meant unthinkable. I will leave that and come back at it every year until certain things are done.

**Mr. Bounsall:** Could I come in with a supplementary on this topic? It may be a series of rhetorical questions, but we have suspended the meeting of the committee next week because of the Confederation debate. As I understand it, the content of the debate is to be a series of proposals that we, as Ontarians, would like to see in a new, revised federal constitution, one that may last us another 115 years.

In response to the questions that Mr. Grande has asked, Ontario should be saying what we in Ontario would like to see in a federal constitution relating specifically to education. Those proposals we may make and those from the other provinces will probably be discussed by the provinces in some forum in the not-too-distant future.

As a spokesperson for education in Ontario at the moment, do you not have a fairly definitive proposal for a Canadian constitution on how you would work with, for lack of a better term, the multicultural aspects of our Ontario people? Should Alberta, at some conference not too far down the road, propose for all of Canada its system, which Mr. Grande has talked of as being the definitive way in which to write the educational portion of a federal constitution, what would Ontario's reaction be to that kind of encouragement for a multicultural society?

I suppose those remarks are rhetorical, but I would think we would not have five years, but only a year or two. We have the opportunity to discuss what we Ontarians would like to see in a federal constitution this coming week, particularly the educational portion thereof. I would think that, as Minister of Education, you would have some pretty firm proposals one way or the other for the educational portion of the constitution, which could last for another 115 years.

I would think that a solid proposal in that regard would have been rather carefully thought out by yourself or within your ministry. But it seems as though that might not be the case.

I look forward to hearing what you will have to say next week, Madam Minister, although it sounds as if you would not be willing to accept the Alberta model. What would be the response of the Minister of Education in Ontario should Alberta's proposal for a federal constitution include their system as regards multicultural education? That may be a rhetorical question and you may choose not to answer it.

**Hon. Miss Stephenson:** I am not convinced the Alberta model reflects a multicultural approach to education. It recognizes one or two aspects of multiculturalism. In Ontario, we have a broader base of multicultural activity, much broader than Alberta's, which has been recognized and supported with a fair degree of vigour within the province in order to ensure that the goals of the province in terms of citizenship as related to multiculturalism are achieved in the best possible way.

I would remind you there is a great deal of support within the multicultural community, as shown by the increasing activity within the heritage-language program from year to year. This year there was a further increase in the numbers of students involved, a significant increase of about 4,000, which reflects the participation and the kind of support for that program, which is unique in the world. I think it is generally accepted in other parts of this planet as a very important contribution towards recognizing the multicultural characteristics of our society.

In addition to that, the province has made a major stride in the direction of recognition of our multicultural society in the educational system and in the curriculum of that system. That is an effort and an activity which is ongoing and will continue to be.

**Mr. Bounsall:** I am not disagreeing with anything you have said at the moment. In terms of the way the various multicultural communities have responded to what is being offered in Ontario, my concern is that the time is upon us when one needs to speak to this in formal language. Either one does or does not give rights formally. How does one describe what is a right and what is not a right to education in the mother tongue?

5 p.m.

Is the program in Ontario to be a description of what we are doing? This has been very much an after-school and Saturday-morning affair. Is that what we want to see, with all of our various multicultural groups, as the only kind of right they will have for what could be the next 115 years? Or is Ontario somehow going to describe in formal terms what I suppose we would call the present flexibility in Ontario as a proposal for how all of Canada should operate? The time of decision is rather close upon us; perhaps it has crept up on us sooner than one might have expected.

If we decide that the system we have now in Ontario is what we want for all of Canada for the next 115 years, I think now is the time to describe that system. Or, if it is to be something different from what we now have, we should spell it out and work towards it in Ontario as quickly as we can, irrespective of whether it is accepted in Canada. The time is upon us to enunciate such a program.

**Hon. Miss Stephenson:** I can respond by saying as clearly as possible that I would hope the Canadian constitution would concentrate more upon responsibilities than upon rights, because responsibilities, it seems to me, are those things which need to be designated



clearly for all of us. I believe we are too much rights-oriented and far too little responsibilities-oriented.

**Mr. Bounsall:** In whatever way you want to phrase it, and you can speak in terms of responsibilities rather than rights, the core of what you are talking about—

**Hon. Miss Stephenson:** It is the definition of governmental responsibility vis-à-vis individual citizen responsibility in terms of the ongoing structure of our society.

**Mr. Bounsall:** And our educational system.

**Hon. Miss Stephenson:** Our educational system is a part of that.

**Mr. Bounsall:** I think the time is now to decide, quite frankly. Whether your lead-in phrase be of responsibility or of rights, and whether or not you talk upon that next week in your contribution to the debate, you cannot talk about it and not have a decision very clearly outlined and made within, at the very most, a year or two.

Are we quitting at five, Mr. Chairman?

**Mr. Chairman:** No. We didn't get started at two, so I thought we might carry this item if there is not a lot of discussion on it.

**Mr. Bounsall:** These are my remarks on it.

**Mr. Chairman:** Oh, well, you have until a quarter past the hour. It has been suggested that in the light of the fact we are not meeting next week, perhaps we could go to six o'clock.

**Mr. Ramsay:** Mr. Chairman, I can't stay. I asked you yesterday what time the meeting would adjourn and you said five o'clock. I made arrangements accordingly. If you require a quorum—

**Mr. Chairman:** It was just suggested to me at this moment that perhaps, in the light of our previous decision this afternoon not to sit next week, we might be able to go a little longer. But that's fine.

**Hon. Miss Stephenson:** Could I just make one comment in response to Dr. Bounsall's latest statement? It is my understanding that the resolution which is developed in this province will reflect what we think should be the general framework of Canadian society for any period of time. What is in that resolution will be a part of all the material which will be put forward for negotiation. Indeed, a great deal of the activity related to what comes out of this debate will be, to use Mr. Grande's phrase, "part and parcel" of a concentrated effort of negotiation and discussion to determine the most appropriate route for all of Canada, we hope.

This province will provide its concepts in the way which would seem to be most appropriate for Canada from this province's point of view. But if other concepts which are advanced are agreed to by the majority or all of the provinces, then of course this province will comply.

**Mr. Bounsall:** That goes without saying. But, to refer to the educational component only, I would see Ontario as having an Ontario viewpoint of what suits Ontario to present as a proposal for all of Canada for that portion of the constitution. That point of view will be negotiable and it may not carry. It may happen that we will be in complete agreement with the final situation we come down to. But I expect Ontario would have a solid position on the educational component of that constitution that would suit not only Ontario but the rest of Canada, I hope.

That position may be changed by negotiations to something else. But there should be a clearly defined statement about what Ontario would like to see on education for Ontario and in the constitution for all of Canada. That would be a starting point for negotiations, one in which Ontario believes and which expresses what Ontario would like to see. And we don't have that much time in which to come up with that proposal.

The time is now at hand for us to make our proposals in education and in every other field. But education is clearly a field in which we would have a position. I don't think we would go into a Confederation debate with the rest of Canada at some point without having clearly thought out and presented what Ontario would like to see—from Ontario's point of view—in a Canadian constitution as the base, at least, from which to negotiate.

Certainly it is understood we will negotiate and we may not get what Ontario wants. But what does Ontario want in education in a federal constitution?

**Mr. Chairman:** Dr. Bounsall, it's a very interesting discussion. I'm not sure that it is entirely in order.

**Mr. Bounsall:** But, Mr. Chairman, if it is referred to, we have to decide what we are going to grant or not grant, or where the responsibility does or does not lie in our multicultural mother-tongue education.

**Mr. Chairman:** It started off with Mr. Grande discussing the heritage program. Now it has moved into a very broad, all-embracing discussion on the constitution and how our multiculturalism should be embodied in the new constitution.



**Mr. Grande:** We are having a good discussion, Mr. Chairman—a very good discussion.

**Mr. Chairman:** I agree. But I suggest we could call it off at this point and leave it at that. It really is out of order, in my view. 5:10 p.m.

**Mr. Bounsall:** I certainly appreciate that you left it in order as long as you did, Mr. Chairman.

**Hon. Miss Stephenson:** A very flexible chair.

**Mr. Bounsall:** I think everyone here understands what the minister and I have said and how it relates to Mr. Grande's remarks, and that's fine.

Continuing, do I have the floor on normal routines?

**Mr. Chairman:** Yes, you certainly do.

**Mr. Bounsall:** This is perhaps a minor point in this vote on the elementary system and the curricula therein. I regret as well that we are so close to last year's estimates because not much time has elapsed to allow progress in these areas, but in the area of morals and values education, has anything been done in the last few months?

In last year's estimates, I think the ministry had arrived at examining "the state of the situation at the moment," if I can quote. It wasn't even a policy. Has there been a policy yet or where have we moved down the road toward this whole question of morals and values?

**Hon. Miss Stephenson:** George has the deadline he has to meet as well. They have had much discussion. They seconded a person for this activity, produced some information as well and have established a deadline for decision-making in the area of morals and values education, with the help of a number of groups outside the ministry.

**Mr. Bounsall:** You have a base on which you expect a presentation to be ready with respect to how you should move?

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** What's the date?

**Hon. Miss Stephenson:** It's the end of June of this year.

**Mr. Bounsall:** Policy discussions will then take place, I assume, on that whole question subsequent to that point?

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** So in the following year's estimates we can discuss the decisions made? Or the actions taken in the interim?

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** Okay. Under the curricula you outline in your statement, Madam Min-

ister, the various curriculum documents which will be produced and distributed and which have gone through: Energy; Special Days kit; French as a Second Language; Mathematics; and Bias. Again, we are so early in the year.

**Hon. Miss Stephenson:** Those are resource documents, guidelines.

**Mr. Bounsall:** Yes, as we are so early in the spending year, is this the total activity which will come out of the ministry until March 31, 1981 with respect to curriculum documents?

**Hon. Miss Stephenson:** The total number which will be produced in 1980-81 is 20 documents in English and 25 in French. So that is not the total, at all.

**Mr. Bounsall:** What is being planned in that area?

**Hon. Miss Stephenson:** In the English language, the primary: Energy; Beginning Years; Health; Physical Education; Language Arts; Visual Arts; Science; Religious Studies; English as a Second Language; Dialect; and Dramatic Arts. In the intermediate area, multicultural document: Geography; History; Child Development; Parenting; Religious Studies. Intermediate-senior: Dramatic Arts; Energy and Society; Environmental Science.

And, of course, Kindergarten to Grade 13, the Special Days you have already noted: In the French language; Anglais; Fitness; Franco-Ontarian histoire; Musique; Primary Energy; Beginning Years; Visual Arts; Physical Education; Health; Dramatic Arts; Junior Energy; Mathematique. At the intermediate level: Anglais; La Famille; Science; Anglais Support; Geographie; Franco-Ontarian Histoire; Histoire Support. Intermediate-senior: again, Dramatic Arts; Energy and Society—two volumes, one and two; and in the K to 13 area: Sex-role Stereotyping; Bibliography in the French Language; and the Special Days document.

**Mr. Bounsall:** Are these all resource documents?

**Hon. Miss Stephenson:** They are almost all resource documents, yes, for teachers.

Which are not? Dramatic Arts, both in English and French. But the rest are resource documents.

**Mr. Bounsall:** Okay. I am getting vibes from the chairman that I should wrap it up. Perhaps we can continue this when we meet again.

**Hon. Miss Stephenson:** What sort of signal did he give you?

**Mr. Chairman:** The committee will adjourn and reconvene the week of May 12.

The committee adjourned at 5:17 p.m.

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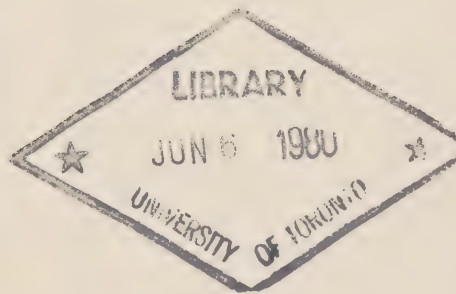


No. S-11

# Legislature of Ontario Debates

## Official Report (Hansard)

**Standing Committee on Social Development**  
Estimates, Ministry of Education



**Fourth Session, 31st Parliament**  
Monday, May 12, 1980

Speaker: Honourable John E. Stokes  
Clerk: Roderick Lewis, QC



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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

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MONDAY, MAY 12, 1980

The committee met at 3:31 p.m. in committee room No. 1.

### ESTIMATES, MINISTRY OF EDUCATION (continued)

**Mr. Chairman:** I call the committee to order.

**Hon. Miss Stephenson:** Mr. Chairman, a question was posed in our last meeting regarding the follow-up to the provincial review of correspondence education.

I should like the members of the committee to know that the provincial review of correspondence education in secondary schools examined all the correspondence courses studied by secondary school students across Ontario. The report was published in November 1979. It identified three major areas in need of attention—screening, placing and monitoring.

It was less a matter of modifying policies than of developing attitudes and commitment at the school level which would encourage effective utilization of the correspondence education opportunities. To facilitate this, a follow-up team was established consisting of David Tolton from the correspondence education branch, Orv Watson from the senior and continuing-ed branch, and Bill Scott, a secondary school principal, who happens to be on a doctoral internship from OISE.

The team has designed a workshop program to address the areas of concern. School screening criteria are being provided and a pacing contract has been designed for us at the school level.

The purpose is to establish a schedule for each student's performance in his or her correspondence course. In addition, school officials are being encouraged to undertake monitoring functions for each student enrolled in a correspondence course. Each secondary school in Ontario will have an opportunity to send representatives to a workshop. To date, 12 workshops in eastern and northern Ontario have been held, with approximately 200 school officials participating.

I must say that the reaction to the review process has been extremely positive. We have for distribution copies of the follow-up documentation for the provincial review of correspondence.

**Mr. Chairman:** We will see that these are distributed.

**Hon. Miss Stephenson:** We also have copies of the provincial review report as well.

**Mr. Chairman:** We will distribute these too to the members of the committee.

On vote 3102, education program; item 8, elementary education:

**Mr. Chairman:** Mr. Sweeney, I believe you had completed your opening remarks on this item?

**Mr. Sweeney:** I had completed my opening remarks. I believe Mr. Grande had taken some time on it and that Mr. Bounsall wanted to take some time on it before we move into the next item.

**Mr. Bounsall:** I wrote to the deputy on a matter and received a reply, Madam Minister, which causes me to wonder. It concerns a Vietnamese woman, aged 23, who is enrolled at Conestoga College, Guelph campus, and lives some 18 miles out of Guelph. She talked to the Wellington County Board of Education, which was quite willing to take her on their bus which empties at a school one block away from Conestoga College, Guelph campus, but were prevented from doing so by regulations which do not permit taking on their buses anyone who is not going to one of their schools.

The cost of her transportation to the Guelph campus by other means is considerable, although it is shared among all the sponsors. It is also much more inconvenient. It means that she misses some of her classes unless she is there very early or leaves very late.

Her whole program of being able to attend Conestoga College, in a program in which she is also improving her English, would be made much simpler if she could have been taken on as a passenger on the bus provided by the Wellington County Board of Educa-

tion. They are willing, but can't, according to the regulations. They also know that insurance is involved.

About a year ago, the member for Wellington-Dufferin-Peel (Mr. Johnson) introduced in the House a resolution calling for legislation allowing the mentally retarded who are attending provincially recognized training centres to be transported by the local school buses. An amendment or regulation change was brought in that allowed that to occur.

Here we have what is to me clearly an analogous situation of someone attending a community college for upgrading. Yet there is an unwillingness to make any change in regulations to allow the Wellington board of education to make the arrangement which would facilitate matters. I can't see that much difference between the cases. They are students attending different provincially-assisted institutions, one a school for the mentally retarded and the other a community college; yet one can go and the other can't.

Why couldn't we change our regulations to permit this to occur in the second case? Since there are costs for a sponsored student which have to be borne by the sponsors, there is a financial problem as well in this case.

**Hon. Miss Stephenson:** The possibility of finding sufficient places on school buses to accommodate anyone outside of the elementary-secondary system is a very real problem for some boards, there is no doubt about that. The difficulty related specifically to Vietnamese students is one I had not heard about.

You corresponded with the honourable member about that, Mr. Deputy. Would you like to respond to the question? I didn't know about it.

**Dr. Fisher:** Dr. Bounsall, the response is in keeping with the binding aspect of the act's regulations at the moment. There are obviously many students from rural areas who attend community colleges and would like to take advantage of the bus services.

Actually, the separation in this case is between two jurisdictions, the board of education and the community college. My reply was just a straight enunciation of the way in which the regulation is now couched.

**Mr. Bounsall:** My question, I guess, is why can't one couch the regulation differently, so that a board could do it on a particular bus route if the bus wasn't full? That would enable them to take this sort of step.

I can see that the board wouldn't want to advertise the fact, or get into the busi-

ness of transporting all the students from rural areas into the community colleges. But they could make that determination, if they had the power, in this particular case of a sponsored student whose funding comes out of a group or community resource. Just on the basis of cost alone it would have been appropriate for her to have been able to board that bus.

I know you stated the situation as it exists, but it was changed for Jack Johnson's resolution and I can't see why the same sort of flexibility could not be applied here.

**Hon. Miss Stephenson:** Jack Johnson's resolution covered a relatively small group of students with a specific requirement. The appropriateness of that kind of transportation for that group to their place of training—because that's actually what it is—was recognized as a matter which probably should be looked at.

Given the degree of flexibility, I am surprised that the Wellington board hasn't said that it might do it. However, the regulation regarding school buses is, in actual fact, one which is established primarily by the Ministry of Transportation and Communications. That permits, at this point, only elementary and secondary students to ride on school buses, except for that special amendment related to the mentally retarded.

3:40 p.m.

We could discuss this with the Ministry of Transportation and Communications to see whether there could be some modification, but I don't know whether there will be or not.

**Mr. Bounsall:** There is specific provision in the Education Act that denies boards the authority to provide services to students who are not registered with those boards.

**Hon. Miss Stephenson:** That's right. It is as a result of the concern expressed by the Ministry of Transportation and Communications relating to the specific kind of bus which is used for the transportation of school children.

**Mr. Bounsall:** I guess my next question is whether you are willing to look into that to see if it cannot be allowed in certain circumstances.

**Hon. Miss Stephenson:** If it will help, I will certainly talk to the minister about those very special circumstances. The proclivity of students at the post-secondary level to look for means of transportation they would like to find available to them for cer-



tain kinds of activities is one I think we must be aware of.

There is a possibility this might be done under very special circumstances, but I don't know whether that could be a probability or not.

The deputy wants to ask a question.

**Mr. Bounsall:** Go ahead.

**Dr. Fisher:** There is just one question, Dr. Bounsall, for clarification. The Vietnamese girl is in an English language training program during the day at the moment?

**Mr. Bounsall:** That's right.

**Dr. Fisher:** And her training is obviously concentrated on becoming fluent in English?

**Mr. Bounsall:** That's right. That might be one angle.

Many of the students who have been brought up here don't hesitate to get to community colleges by hitch-hiking or even purchasing a car. It is somewhat different for a newcomer to our province, such as a Vietnamese refugee, both in the ability to purchase a car for transportation or to be free of the fear and concern of hitch-hiking in an environment she is not familiar with. Hitch-hiking may also be foreign to her culture.

**Hon. Miss Stephenson:** Certain of the sponsoring agencies and groups I am aware of have made arrangements for the Vietnamese students whom they are sponsoring to get to and from their English language programs. But that doesn't happen all over, I know.

**Mr. Bounsall:** I would be pleased if you would look into it to see if something could be done in that situation.

**Hon. Miss Stephenson:** I will certainly talk to the Minister of Transportation and Communications (Mr. Snow) about it.

**Mr. Bounsall:** I have one other point, Mr. Chairman. I am not sure, the way the estimates are divided, whether this comes under this or the next vote, which is on secondary education. I was interested last year in the native counsellors and how they were progressing out in the field. The first class of graduates had just nicely got out into the field in September of last year.

How are the graduates from that native counsellor training program doing now in the field? Do you have any update on what they are doing out there, and how they are coming along with respect to what they have been trained to do?

**Hon. Miss Stephenson:** I have nothing specific at this point except for some anecdotal

reports from various areas which lead me to believe they are being particularly successful. I believe this matter probably comes under the Ministry of Colleges and Universities budgetary activity. It is through that mechanism, along with the federal funding, that the program is carried out.

**Mr. Bounsall:** That's the program. But what about the counselling itself? Is that all under the post-secondary review? I understand they are giving a wide range of counselling to people at all educational levels.

**Hon. Miss Stephenson:** Yes. There is a degree of social counselling as well, which is important.

**Mr. Bounsall:** Where does the funding for the counsellor come from once he is in the field? I don't mean the funding for the training program.

**Hon. Miss Stephenson:** I believe that is through the federal funding mechanism. I think the counsellors are funded within their own reserve situations through the federal funding arrangement, not through the Ministry of Education, nor through the Ministry of Colleges and Universities. We are responsible through MCU for a significant portion of the funding for the training program, but once they have graduated that is not a responsibility of either ministry, to my knowledge.

I'll clarify that—

**Mr. Bounsall:** That sounds like a reasonable way, bearing in mind the federal input in education for the native person. With that being the responsibility for the funding, would someone in your ministry not be interested in watching what is happening?

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** I assume you would hear from them regarding what sorts of things they would like to have, and what would best serve them.

**Hon. Miss Stephenson:** Both Al Bigman and Keith Vickers keep in touch with these people. First, because they are in touch with them while they are in the educational program, since they participate in some of the educational program as well. But as a result of their travel throughout the province they do keep in touch. We don't have a formal mechanism for reporting at this stage of the game, to my knowledge.

**Mr. Bounsall:** What sort of anecdotal reports do you hear?

**Hon. Miss Stephenson:** Successful.

**Mr. Bounsall:** Successful ones. It's not a mixed-up, humorous type situation? It's posi-

tive feedback concerning what they are able to accomplish there?

**Hon. Miss Stephenson:** I have heard nothing negative at this point. There may be, and perhaps I am being shielded from it, but I don't think so. The report I have heard about the effect of these people has been quite positive. I was going to say young people but I have to remember the age range is really quite remarkable, since I believe the oldest graduate was close to 70. She is rather close to Toronto as well, on Lake Simcoe.

**Mr. Bounsall:** But with the responsibility for the financing of the counsellors once they are in the field being federal, would we ever expect the province—

**Hon. Miss Stephenson:** Well it is through the band funding which is provided—

**Mr. Bounsall:** Would we ever expect Ontario in these estimates, for example, to be able to make a fairly detailed report on what is happening with them, and what the program is?

**Hon. Miss Stephenson:** First, I think a detailed report would probably be premature since they've been in existence a relatively short time. They have not been functioning a full year as yet and although we might have some preliminary information about the kinds of positive things that are happening. I don't know whether we can give you a detailed report during these estimates.

I would think after a relatively larger number has been in existence and functioning for another year or so we will be able to provide some sort of information. I am not quite sure how we would do it. Whether it would be through MCR or MCU, I don't know at this point, but that's a matter we can look at to try to determine a way in which we can report about it.

**Mr. Bounsall:** I would like to hear on that. I would like to know in what jurisdiction one would expect to report. If it is federally, then—

**Hon. Miss Stephenson:** It would get through the Department of Indian Affairs and Northern Development, yes. I would think one of the things we could do in our discussions about the Ontario Native Education Council or its counterpart, or the son of ONEC or whatever it's going to be, is have some fuller reportage about the effect this specific training has had. But we don't have that at this time because as you know, we have not finalized the mechanism that is going to be used to try to solve the problems of native education which are still there, and which we would like to address.

There has to be a great deal more flexibility in the arrangements that can be developed by both the status and the nonstatus. We don't have much flexibility at the moment.

**Mr. Bounsall:** Are the nonstatus Indians covered by the federal arrangements, or are they fully in our system?

**Hon. Miss Stephenson:** Actually most of them are fully within our system. Our concern was to try to address the native education problems of all Indians, whether they be status or nonstatus. I guess this is the straw that was not supportable by the camel and we have not resolved that problem, although there has been one preliminary meeting to attempt to find a solution to it, but it's not final yet.

3:50 p.m.

**Mr. Bounsall:** Have any of these native counsellors been servicing the nonstatus Indians and their needs?

**Hon. Miss Stephenson:** I believe some of them do in a somewhat tangential way because of their proximity to areas in which nonstatus Indians live, but it's not a direct service per se. It would be difficult to define the role of the counsellor in many status situations as what we would perceive to be a direct service. It's quite different from our usual service arrangement simply because of the native habit and the way in which they utilize services which are provided.

**Mr. Bounsall:** Okay on that one; one other area, Mr. Chairman. One of the recommendations of the Ontario Teachers' Federation was that the ministry review and upgrade teacher education programs to assist teachers to meet the needs of students and pre-school children suffering from emotional problems.

We are not talking about the upcoming special-education legislation when we talk about those who have emotional problems per se. We are talking about another kind of problem with special education, not just the emotional—

**Hon. Miss Stephenson:** We are also talking about pre-schoolers.

**Mr. Bounsall:** They had suggested aid for pre-schoolers. What sort of work is the ministry doing with teachers and teacher training in that area of how to deal with the emotionally disturbed?

**Hon. Miss Stephenson:** In the area of special education, as you know, there is a significant component related to the emotional responses to learning disabilities and to the emotional responses which may pre-



capitate certain learning disabilities. At present, as I'm sure you are aware, we are not doing anything specifically in the pre-school area.

**Mr. Bounsall:** I get the feeling it may not be adequate. Let's just take the elementary area. You have a child whose education is being affected because of an emotional disturbance. They are either quite withdrawn and not participating or they are so hyper they can't settle down to participate. But if they could participate, either because they will get involved or they will settle down to the point where they can, it is clearly nothing to do with a learning disability. What do we have or plan to have in our system to deal with that particular student?

In Windsor, we have a unique service funded by the United Way called Windsor Group Therapy. The schools identify children to go into that program and they take both of those kinds and in a relatively short period get them functional again for classroom purposes, but I believe there is only one other—

**Hon. Miss Stephenson:** There are several.

**Mr. Bounsall:** It's outside the school system and really deals in that area of behaviour modification of the—

**Hon. Miss Stephenson:** I wouldn't call it behaviour modification because I'm not sure it falls into that category.

**Mr. Bounsall:** When Windsor Group Therapy is asked, "What are you doing with them?" they say, "It's basically behaviour mod." It's not classical behavior mod, if there is such a thing, but they get the child either simmered down or participating so he can then go into the classroom and use the obvious mental abilities he has to receive the education.

How widespread is that?

**Hon. Miss Stephenson:** There are a number of programs in various places throughout the province with similar goals which use some techniques of that sort and others as well. Many of them are jointly funded by boards of education and the local support system for emotional problems within the municipality. The whole area of those in school with emotional problems is dealt with in most instances by consultation with the appropriate professionals and placement in appropriate programs which are an adjunct to the educational system.

One of the things we hope to do, as a result of the early identification program, is to identify at a relatively early stage those with potential or full-blown emotional difficulties which may provide some impediment

to the learning process. That earlier identification which will result in appropriate placement as well, at a fairly early stage, we believe will relieve some of the difficulties which seem to occur later on.

But at this point we are not looking directly at the pre-school child. We are looking at the child who is going to be involved in the kindergarten program and the early identification of such problems in those children is the area of our responsibility at present.

**Mr. Bounsall:** Will you have teachers in the system able to cope with that as it comes more and more into the school, or do you intend to use the ancillary facilities?

**Hon. Miss Stephenson:** One would anticipate that one would never ask the practising teacher to be a practising specialist psychologist or a practising specialist of any ilk other than a teacher. The teacher must be sensitive to the needs of that kind of child and must be able first to determine with the help of the appropriate consultants whether the child has a problem, whether the teacher will be able to cope with all of the child's difficulty or will require support in order to deal with the problem in the right way.

The teacher, therefore, has to be sensitive to his or her own capability to deal with that problem and to know when he or she needs help in doing it. That's the kind of thing we are trying to help teachers to learn.

**Mr. Bounsall:** A training program to get them to that point so they can recognize where they should best go?

**Hon. Miss Stephenson:** Have I been naive? I always thought that kind of sensitivity was part of the educational program which led to the production of the good teacher and has done so for many generations.

We have learned a little more about various kinds of classifications within that and the teachers have to become a little more knowledgeable about the nomenclature for the classifications, but the sensitivity of the teacher is one thing I had always thought was part of the teacher-training program that should remain and probably should be enhanced.

**Mr. Bounsall:** Okay. I guess I'm talking about the enhancement. Are there programs for enhancement?

**Hon. Miss Stephenson:** Certainly, that is part of the whole area of concentration upon special ed concerning additional qualifications for teachers. Mind you, I think it should be enhanced as well in the basic educational program for teachers given the increased knowledge.



I know the teacher education forum, although it has not really looked at it in depth, has skirted that problem. The way in which we develop the advisory committee or the committee which will be looking to provide advice to faculties of education and to the ministry in teacher ed is going to be responsible for looking very critically at that area of concern.

There is a whole list of special-ed publications. That list includes The Gifted and Talented, Children with Communication Exceptionalities, Vision, Children with Mild Intellectual Handicaps. There is a booklet called Children with Behavioural Exceptionalities. They will be distributed by the first of next year. There will be 65,000 copies going to all teachers. That list includes as well, Designing Schools for the Physically Handicapped, Education of Exceptional Children, Support Document for Learning Disabilities, Support Document for TMR, An Information Manual on Special Ed and A Board Planning Guide. But there is a whole list of publications which relates to the special-ed initiative.

**Mr. Bounsall:** So there is a start being made at least.

**Hon. Miss Stephenson:** They are en route right now. They are in the process of drafting for publication.

**Mr. Bounsall:** I have a particular personal knowledge. My one son-in-law married to my second foster daughter teaches in the—

**Hon. Miss Stephenson:** I can't keep track of your family. You are going to have to fill me in one day.

**4 p.m.**

**Mr. Bounsall:** If anyone asks me at any given time how many children I have, I never know how to answer it; it varies from day to day.

**An hon. member:** You had better explain that one.

**Hon. Miss Stephenson:** I would if I were you. That's almost as bad as the question that was asked of Keith Norton today.

**Mr. Bounsall:** It goes up and down from day to day.

**Mr. Chairman:** That is an admission few are prepared to make.

**Mr. Bounsall:** He is teaching in the Essex county separate school board. After working for two years at Browndale, he decided to become a teacher. I don't think he has any training apart from that very practical, intensive training he received at Browndale.

**Hon. Miss Stephenson:** That should provide him with some sensitization.

**Mr. Bounsall:** Yes, you're not kidding.

There is only one other person like him in the Essex county separate school board. They are moved around from school to school where they see a number of children with emotional problems. He gets all of them in his class. There is not a large number, but he gets six, eight or 10 in his class at a given school. He sometimes even changes schools in the course of a year. It is because of his two-year intensive involvement at Browndale that he has got into this situation without any special training.

**Hon. Miss Stephenson:** That is not the only route to developing that kind of sensitivity.

**Mr. Bounsall:** I know. It is a very unusual route to development. But there he is, along with the only other teacher in that category, I think, being used in that way.

**Hon. Miss Stephenson:** We will trade family notes, because I have a daughter-in-law who is doing much the same thing without that kind of training. She has done the special-ed qualifications. She is also moved around a fair amount, also within the separate system.

**Mr. Bounsall:** Also dealing with children with emotional problems?

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** All I know is he certainly needs his breaks whenever they come up at Christmas, Easter or in the summer; although he tends to take courses in the summer.

**Hon. Miss Stephenson:** One of the programs I think you might find interesting, and I would urge you to take a look at it if you have opportunity one day, is the Children's Listening Centre of North York, which is in my riding. It deals with a number of children very early in the school system with emotional difficulties, and children are referred to it through various places. The two that are best known are Adventure Place, and the Dellcrest Children's Centre in Downsview, which is run by Bob Shaw. I went to school with him, by the way.

It is providing a very interesting service for children with real emotional problems. The purpose is not just to fit the child back into the educational system, but to try to sort out the emotional difficulties, which frequently have nothing to do with intellectual capacity or dyslexia or anything else.

**Mr. Bounsall:** And it is called the Listening Centre?

**Hon. Miss Stephenson:** The Children's Listening Centre.

**Mr. Bounsall:** Do you know anything of the development of that name?

**Hon. Miss Stephenson:** Yes. It was developed by a girl who graduated the year before I did in medicine, and spent about 20 years in India. She came back and did a specialist degree in psychiatry and having had four children of her own decided that this was the kind of thing that was necessary. That was the spark plug for it.

**Mr. Cooke:** That is the same as parent-effectiveness training, isn't it?

**Hon. Miss Stephenson:** Oh, no.

**Mr. Cooke:** Active listening?

**Hon. Miss Stephenson:** This is somewhat different.

**Mr. Bounsall:** I was interested in the name as a concept for what you describe them doing—the listening centre, and the connotation that lends to it.

That is all I have at the moment, Mr. Chairman, under this vote.

**Mr. O'Neil:** Madam Minister, I have a few things I would like to find out. They concern the Hastings County Board of Education, which covers an area for which two members share responsibility, myself and Clarke Rollins, whose riding is in the northern section. I know that the board has some concerns.

Has Mr. Rollins been in touch with you concerning a meeting with the Hastings county board?

**Hon. Miss Stephenson:** Yes, I think so.

**Mr. O'Neil:** I wonder if I could review this thing for you so you will be familiar with the correspondence. On April 3 they wrote to Mr. Rollins as follows:

"Dear Mr. Rollins:

"As you may be aware, our board of education has found it increasingly difficult in recent years to program for quality education and implement new curriculum required by Ministry of Education guidelines, in the face of financial restrictions imposed by a provincial grant. Now, again, we are struggling to set a budget, considering a grant increase significantly less than the provincial average.

"We understand that the total resources for education must necessarily be limited and that the government of the province, in its wisdom, provides money for education to the extent that it believes is justified. That we accept. We are concerned, though, that our board may not be receiving its just por-

tion of that total. As an example, the formula used for the allotment of the funds may disfavour a board of our type with its particular characteristics.

"The executive committee of our board wishes to share our concerns and pose some questions in dialogue with the Ministry of Education personally and request that you arrange a meeting as soon as possible between us and Dr. Stephenson, plus whatever other elected members and/or officials she deems appropriate.

"Of course, we will be pleased to furnish a brief outline of our concerns in detail so it may be studied prior to any meeting. It is being prepared now and will be completed by the middle of the month.

"Thank you for whatever you might do to facilitate our request.

"Yours sincerely.

"Fraser D. Rose, Chairman of the Hastings County Board of Education."

I know they hope to meet with you. I hope that meeting—

**Hon. Miss Stephenson:** We have asked them for the detailed information they said they would make available to us. We have not received it yet.

**Mr. O'Neil:** Your officials, like yourself, are very familiar with some of the problems this board faces. I am not totally familiar with them, but I know they feel they should be getting more money. Could you give me some background on the problem with boards of this type?

**Hon. Miss Stephenson:** The problem I heard enunciated this morning by an individual who happened to be at the Ontario Chamber of Commerce meeting was that the large urban areas in Hastings county were reaping the benefits of the increases which were provided to boards and that a greater degree of the burden was being placed upon the rural communities.

This year we attempted to make a specific improvement in the appropriate allocation of funds through the equalization factors, and limited the amounts which could be switched in terms of the rural and urban areas. In some instances it appears that the urban areas have been carrying for many years a greater burden at the local level of the cost of education than have the rural areas. Some degree of equitability was felt to be appropriate.

I do not have the specific details of Hastings. That is what we are waiting for. So I cannot tell you what it is. All I heard this morning was that somebody from outside Belleville said, "The problem is that Belleville

seems to be reaping some of the benefits at the expense of the rural areas." That was what we tried not to do this year. We tried to ensure that although the burden for the urban areas would be somewhat lessened, the burden for the rural areas would not be increased.

**Mr. O'Neil:** I remind you that in dealing with one board it is up to them to allocate these funds. It would appear that what they are asking for is the total board to be looked at in a different way for grant purposes. At least, that is my understanding of it.

**Hon. Miss Stephenson:** I guess the major problem which faces many of the school boards in the eastern part of the province is a rate of enrolment decline which is well above the provincial average. We have attempted to address that problem through the small-schools weighting factor, and the specific one for excessive decline of enrolment in certain schools. We did that last year and it has been continued this year, along with the additional weighting factor for small schools.

So, although there will be some difficulty, it will not be as great as it would be had we done nothing in the face of the declining enrolment.

However, we are awaiting the detailed information which they promised us. It has not been received as yet.

**Mr. O'Neil:** When that meeting is set up, could I be—

**Hon. Miss Stephenson:** We said that we would set it up as soon as we had had a chance to see their information and what their problem was. As soon as we get the information, we will attempt to do that.

**Mr. O'Neil:** If there is a meeting, would you notify me so that I could be in attendance at the meeting?

**Hon. Miss Stephenson:** I would seriously consider that, yes.

**Mr. O'Neil:** You would consider it?

**Hon. Miss Stephenson:** I think I probably would. I would like to know what it is they are concerned about at the present time.

**Mr. O'Neil:** A good portion of that board lies within my riding. I feel I should be invited to any meeting that is set up as a courtesy, rather than your just considering it. If I was not invited, I might be a little upset.

**Hon. Miss Stephenson:** When I have had meetings with boards, I have always invited the local members.

**Mr. O'Neil:** I understand that. I wondered why you said you would consider the matter.

4:10 p.m.

**Hon. Miss Stephenson:** Well, I am not about to say yes right at this moment. I don't know what the problem is. Let me have a look at that first. Okay?

**Mr. O'Neil:** That's fine.

**Mr. Bounsall:** There is one other small area I would like to touch on before we leave this.

In her statement the minister talked about the new initiatives for cultural and linguistic development of Ontario's francophone teachers. I assume those are the ones that are teaching in the French-language instructional units across Ontario?

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** What sort of cultural and linguistic development are we talking about?

**Hon. Miss Stephenson:** The summer programs which we have established to provide them with experiences they would not ordinarily get in the province in support of what I suppose one could call the integrity of the culture. These are provided in the teacher bursary program.

**Mr. Bounsall:** I see; to give whatever culture the francophone teachers may be lacking because they are franco-Ontarian and cut off from parts of it. Is that it?

**Hon. Miss Stephenson:** We don't make the decision about whether they are lacking anything. They make the decision about what it is they feel they need. There are winter courses that are provided as well, as you know, for francophone teachers in this area.

**Mr. Bounsall:** Is it mainly cultural?

**Hon. Miss Stephenson:** It's not mainly cultural; it is a combination of linguistic and cultural.

**Mr. Bounsall:** I am a little nervous about it. Let me tell you what my concerns are. You went on to talk about the 20 who will be going to Tours, France, on that four-week program.

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** One of the concerns that I have had for quite some time is that the CBC French-language radio station that covers Essex county will not, in its wisdom, hire local francophones because their accents are wrong. They have virtually—

**Hon. Miss Stephenson:** You know perfectly well they don't hire local anglophones for the same reason in many instances.

**Mr. Bounsall:** I think both decisions are deplorable.

**Hon. Miss Stephenson:** That's a CBC peculiarity, not the Ministry of Education's.



**Mr. Bounsall:** Well, I am starting from that point of view. We have had some battles down there because a French-speaking person, more French than he is bilingual, can't get a job with the CBC in Windsor because his accent is not correct. They hire people from France, and only secondary people are hired from Quebec by the CBC there.

This causes a bit of friction to develop in the community. A few of the CBC employees from time to time will find themselves deriding the local French accent of which the locals are relatively proud.

What concerns me is that the francophones are going to Tours, France, which is an implication that to the Ministry of Education the France-French background is more important or more desirable, perhaps, than having the teachers spend time in another part of Canada that is francophone with a different accent, different history and different culture.

**Hon. Miss Stephenson:** This is an additional program.

**Mr. Bounsall:** Which is which?

**Hon. Miss Stephenson:** Most certainly programs have been held in the past in Quebec and, I think, in New Brunswick as well. The winter programs are frequently taught by those who are from other parts of Ontario and who are francophone Canadians.

This is an additional program for French-speaking teachers who wish to avail themselves of the opportunity to go to the University of Tours, in France, to expand their horizons. It is precisely in the same way that many teachers have in the past decided they would go to Great Britain or to some other part of the Commonwealth to expand their horizons.

This program is specifically one which we have developed this year, after many years of trying, with the ministry of education in France. We have had educational programs for teachers with a number of countries, but we have never been successful with the government of France before. This year they have agreed to the development of this kind of program for the francophone teachers.

**Mr. Bounsall:** But you can assure me it isn't an attempt to "francicize" the Ontario francophone?

**Hon. Miss Stephenson:** No. It is a terrible word, isn't it?

**Mr. Bounsall:** "Francicize"? Yes.

On the subject of exchange programs, are those just for the secondary school students?

**Hon. Miss Stephenson:** There are some special projects which help teachers to go to

Quebec and to other French-language areas of Canada as well. But they have been primarily in Quebec.

**Mr. Bounsall:** I am now away from the teacher side.

**Hon. Miss Stephenson:** Oh, yes. You are talking about students now.

**Mr. Bounsall:** Yes. Would those be exclusively at the secondary school level?

**Hon. Miss Stephenson:** The exchange programs?

**Mr. Bounsall:** For students, yes.

**Hon. Miss Stephenson:** They are not all for secondary school students.

**Mr. Bounsall:** The reference is that the student exchange program with West Germany was implemented several years ago and is being expanded to Quebec and France.

**Hon. Miss Stephenson:** That's secondary school, yes.

**Mr. Bounsall:** Quebec and France is also for secondary schools?

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** I just wanted to check that point out. I assumed that would be the level. Is this the year that it is being operated for the first time? You say in your notes that it is being expanded. Is it operating this year for the first time?

**Hon. Miss Stephenson:** The German program?

**Mr. Bounsall:** No, the student exchange program for Quebec and France.

**Hon. Miss Stephenson:** The Quebec student exchange program has been going for many years, but this is the first year for France. The German program has been on for four years now.

**Dr. Fisher:** It has been longer than that.

**Hon. Miss Stephenson:** It will be five years, I guess, this year. That's a very successful program, by the way.

**Mr. Bounsall:** I would think it would be, yes.

**Hon. Miss Stephenson:** There is great enthusiasm on the part of the students.

We are into secondary schools now. I am not sure we—

**Mr. Bounsall:** That's really why I asked. We can come back to it in the next vote if you like. Thank you, Mr. Chairman.

Item 8 agreed to.

On item 9, senior and continuing education.

**Mr. Sweeney:** I have a couple of questions for clarification first, which once again con-

cern the realignment of titles for this budget. I want to be sure I understand what is going on.

Are we in any way to construe the use of the terms "elementary" on the one hand and "senior" on the other, at the break between grades 10 and 11, to mean there is a short or long-term plan within the ministry to realign what is normally known as elementary and secondary schools? What else do we read into that, if anything?

Hon. Miss Stephenson: Nothing.

Mr. Sweeney: I mean, from a curriculum point of view, it makes a lot of sense. I am not quarrelling with it. I am just wondering if you have anything down the line that we should be aware of at this time so we can be ready for it. Nothing at all?

Hon. Miss Stephenson: No.

Mr. Sweeney: So you continue to see the typical elementary school and the typical secondary school in the province continuing to operate in their present fashion for a number of years?

Hon. Miss Stephenson: I don't think I could say that. I don't know whether that is so or not.

Mr. Sweeney: In terms of your plans or your vision of the school system in the province?

Hon. Miss Stephenson: At this point?

Mr. Sweeney: Yes.

Hon. Miss Stephenson: At this point I don't see any dramatic change. But considering the things we are learning about the way in which children learn, about their emotional development, about the kinds of things which will inhibit or assist their learning process, I don't know what the divisions will be five or 10 years down the line. We don't have any set plan at the present time.

Mr. Sweeney: The gist of my question was not what might happen, but what plans you might have to initiate.

Hon. Miss Stephenson: I am sure that if we had had any plan on paper for initiation, I would not have been quite as persistent in supporting the concept of a secondary school education review project, which I think has important implications for the senior portion of elementary as well.

We have gone into this with a completely open mind because we want to find out as much as we can about the relevance and the appropriateness of a secondary school program at the present time. Quite honestly, I don't know what the results are going to be.

4:20 p.m.

Mr. Sweeney: Since you brought it up, was there any direction in that study to concentrate more on the senior division?

Hon. Miss Stephenson: No.

Mr. Sweeney: It's wide open?

Hon. Miss Stephenson: Yes.

Mr. Sweeney: Is there any sense within the ministry to take another look at the whole business called intermediate division, whether you are looking at grades seven, eight and nine such as you have in North York, or whether you are looking at seven, eight nine and 10 such as you have in other school districts? Is that an ongoing perspective or is it something you are aware is going on out there and it's their business to operate their schools as they see fit?

Hon. Miss Stephenson: I believe the impetus given to the concept of the intermediate area recognized the physiological, emotional and physical change which occurs to young people who reach that part of the educational system in great numbers. I won't speak for the staff of the ministry but I will express to you my concern about the separation of senior elementary students—I'm talking about grade seven students—from the security of the peer group with which they have developed a relationship over a number of years. That's my personal bias and it still remains a concern because I'm not sure we are doing the right thing and I'm not sure the ministry might not better serve the youngsters by developing whatever thesis can be developed in support of the traditional division.

That may be very old-fashioned and ultra-traditional on my part, but there are advantages to the expansion of programs which can be provided through the development of an intermediate section. Do they have to be separated physically in order to do that? I don't know.

Mr. Sweeney: No.

Hon. Miss Stephenson: I'm glad we share that point of view at this stage of the game but I will not speak for the staff of the ministry because there are probably as many, or more, points of view about it there as there are within the committee.

Mr. Sweeney: It would seem to flow from the minister's remarks that the reappraisal taking place in a few school boards—I don't know how many—about that intermediate division as a separate unit is not one she would look upon with disfavour.

Hon. Miss Stephenson: No, not at all.

**Mr. Sweeney:** All right. Let me go to the other end of it, the continuing education aspect. I partially raised this in my opening remarks and the deputy minister, I think it was, partially answered it. Can I come back to it and ask for something a little—

**Hon. Miss Stephenson:** I can't completely answer it at the moment because we are not yet through with the examination.

**Mr. Sweeney:** I understand continuing education is something other than the senior division of the secondary school. Am I correct in that?

The vote we are looking at is senior and continuing education. I know what senior means. The question I'm directing myself to now is to try to clarify just what continuing education includes. I have heard a couple of different definitions.

One definition is all that is beyond the secondary school that doesn't come under the jurisdiction of the Ministry of Colleges and Universities. The deputy minister made a strong point a couple of weeks ago to point out to me that it includes what we now generally refer to as adult literacy, other than colleges and universities. What else does it include? What does it encompass?

**Hon. Miss Stephenson:** I don't think you can ask for a precise definition at this point. You can ask for it but I don't think I'm prepared to give it to you because I don't know everything it encompasses, except I see it as anything that has to do with an ongoing educational program which doesn't fall within the ambit of the traditional school program for the traditional group of young people involved in elementary or secondary education, and programs which are not provided within the universities or community colleges or perhaps provided by other agencies and groups within society as well.

One of the major problems we are grappling with is the definition of continuing education and we don't have it solved at this point. We will have it solved some time soon won't we, Mr. Podrebarac? Yes. Bob Thomas is there but I was looking at George Podrebarac.

**Mr. Sweeney:** George is still wondering.

Coming back to the reference to adult literacy, you will recall the fairly lengthy debates that took place on that issue with respect to the merger bill. I suspect that was one of the reasons why your deputy minister raised it as being specifically under this general heading. What initiatives are being taken there above and beyond what had been in place before?

**Hon. Miss Stephenson:** One of the responsibilities I feel we have is to provide, for those who are interested in pursuing any course of instruction which would increase their literacy level, information about all the agencies and groups which may have developed programs for them within a region or a community. At present, as you know, there is a large number of organizations, in addition to school boards, involved specifically in adult literacy and that plethora of programs is not necessarily well known to all those who might be concerned about becoming involved.

**Mr. Sweeney:** The minister probably will recall that one of the pleas made was that of a number of quite effective local groups, apart from the formal educational system, which seemed to be making both the effort and the progress in this area but also seemed to be having considerable difficulty raising the necessary funds, finding space, attracting qualified people, getting the infrastructure to make the thing possible.

In other words, there seems to be a great deal of desire and willingness to do something but a lack of the necessary resources to make it happen. In the field of adult literacy, to what extent is your ministry looking at that problem? Is it prepared to give support?

**Hon. Miss Stephenson:** At the present time, given the desire of many who wish to participate in such programs, we are attempting to find ways in which the program may be provided to the people who require it, the mechanisms which are used which seem to be functioning well and to make that information available to all who might be concerned about it. The correspondence courses within the correspondence branch have been very popular because of the anonymity which is maintained for those involved.

As I have said, we are in the process of developing an examination of the whole area of continuing education, including adult literacy. That is not complete at this point. When it is completed we will probably put out some kind of paper so everyone can have a look at it and comment on it.

**Mr. Sweeney:** That is apart from the secondary school study.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** One of the questions which obviously comes to mind when we talk about the senior division of the secondary school is this whole question about trades training, skills education and everything along that line. I noticed earlier this year that in a talk you gave you made fairly considerable reference to the linkage program.



About two months ago a few of us had the opportunity to tour two of the largest technical schools in Toronto. One of the pleas we heard at that time was that there were facilities in place, there was staff, there were potential programs that could move much further than they were doing or than they felt they were permitted to do at the present time. They made reference to the linkage program as well.

To what extent is it the solution to this problem? Is it a first step? How far do you expect it to begin to solve the problem? What are your aspirations for the linkage program?

4:30 p.m.

**Hon. Miss Stephenson:** One would anticipate the linkage program could be expanded fairly dramatically, perhaps eventually to encompass all the current and perhaps some of the new apprenticeship programs which will be developed by that point. At the present time, there are eight trades involved in the linkage program, although there are plans to expand that in September of this year by a further four, I believe, which are in the motive power area.

As I told you, we started it as a pilot project in September, not knowing how many schools wish to become involved. The total number of schools now is, I think, 139. One hundred and fourteen secondary schools are now registered—as of April 1980, is it? There are 139 that have evinced interest in it now.

We will probably be expanding the initial pilot project to that number this year. There are plans to have 15,000 students enrolled in the linkage program within the next school year.

At present the interesting thing that has developed is the vast majority of students are interested in the general machinist program. It is the most popular of all and the one about which the teachers at Danforth Technical School, for example, express some concern in terms of the assessment and examination program.

The examination has been developed specifically by the provincial advisory group responsible for those apprenticeship programs to ensure that the young people who are involved will be acceptable to the apprenticeship programs. I would anticipate that we will have a great expansion of the linkage program in a way which probably will increase the numbers of young people available for apprenticeship and increase the interest of many young people who might not have considered this an appropriate career choice in those kinds of training activities.

**Mr. Sweeney:** What commitment does a board or a school make when it becomes involved in the linkage program?

**Hon. Miss Stephenson:** They commit themselves to follow the curriculum developed by the provincial advisory committee in conjunction with the Ministry of Education and to provide that educational program which looks after the in-school program of apprenticeship. If the successful student graduates from grade 12, the chances are he or she will have 240 hours of that apprenticeship program under his or her belt by the time he or she graduates and will be available to go directly into on-the-job training.

**Mr. Sweeney:** My understanding is that some, if not most, of these apprenticeship programs require in the neighbourhood of 4,000 hours.

**Hon. Miss Stephenson:** We have reduced some of them. We are working on some of the rest.

**Mr. Sweeney:** It's just that 240 hours does not seem like much of a dent, even compared to what was available before. That is why I raise the question. How much of an improvement is it?

**Hon. Miss Stephenson:** It is a considerable improvement if they have the first stepping stone into an apprenticeship program.

**Mr. Sweeney:** Prior to this it was possible to have, at least in some of the apprenticeship programs, part of the secondary school experience used as a release of some of the hours.

**Hon. Miss Stephenson:** Yes, a minor credit. We are trying to expand on that. That is the basis of the—

**Mr. Sweeney:** Just for the sake of discussion, I will pick a figure and you can correct it if I'm too far out. Let's say that before one was able to get 100 to 120 hours. Now we are up to 240. True, it is a 100 per cent increase, but compared to 4,000? I just don't see it making that much of an impact.

**Hon. Miss Stephenson:** Well, it is—

**Mr. Sweeney:** I wish it were, but—

**Hon. Miss Stephenson:** I think it is an important impact since it is providing more young people with an opportunity to look seriously at some of those careers as possible choices for them, in a way in which they did not seem to be viewing them in the past.

**Mr. Sweeney:** Will there be more opportunity within the linkage program, or with the development of the linkage program, for them to spend more time out of the school than they are at present?

**Hon. Miss Stephenson:** That is a part of our attack as well because we are definitely hoping to increase the co-operative educational programs which are available which could become an integral part of linkage.

**Mr. Sweeney:** One of the things that really surprised me about Danforth Technical School and Central Technical School was that in their grade 11 and grade 12 years, where the degree of specialization is heightened, they were spending an average of about a week a year out of school.

**Hon. Miss Stephenson:** Inadequate.

**Mr. Sweeney:** Totally inadequate.

**Hon. Miss Stephenson:** Yes. There are some programs outside the city of Toronto, I have to tell you, which would provide a model of much greater proportions and better opportunity for kids, in which the kids are spending approximately one third of their school time, sometimes even up to half, outside the school, in the co-operative educational programs.

**Mr. Sweeney:** It seems to me, looking back over the last decade anyway of the co-operative programs, one of the downfalls has been to get the continuing co-operation of business and industry to take these students. Do you have some new ace up your sleeve that is going to change that perspective and attitude?

**Hon. Miss Stephenson:** I am not sure I could call it an ace, nor could I call it a bludgeon. There is more interest now than there has been for the past decade. I am sure it is a result of what one might call enlightened self-interest on the part of employers. They recognize they are having increasing difficulty acquiring the skilled or even semi-skilled people they might have had from offshore in the past. They recognize they are going to have to participate in some kind of program to ensure an ongoing supply of human resources within their activities.

**Mr. Sweeney:** What is the relationship, if any—or liaison maybe is a better word—between the senior division of your ministry and the Ministry of Industry and Tourism, because surely you have mutual requirements there?

**Hon. Miss Stephenson:** Our closest relationship is with the Ontario Manpower Commission, although we do have an ongoing liaison through that mechanism—

**Mr. Sweeney:** That is the Ministry of Labour.

**Hon. Miss Stephenson:** —with the Ministry of Industry and Tourism as well. That is a

sort of tripartite arrangement. The Ministry of Industry and Tourism provides information to the manpower commission, which works with us to try to develop the appropriate kinds of integration of the information which we develop.

**Mr. Sweeney:** Has any decision been arrived at, any conclusions reached which say your two colleagues in the Labour and Industry ministries are going to use their good offices to get local industry and local business to do things they have not been willing to do in the past?

**Hon. Miss Stephenson:** That has been the role of the manpower commission for the past year, as a matter of fact. The members of the commission have been across the province talking to employers and trade unions to encourage them to become participants in the full range of manpower-training activities which are available.

**Mr. Sweeney:** In terms of your vision of what could happen, or maybe even your hope as to what might happen, do you see the secondary school as a much more forceful partner in an apprenticeship program—in other words, strictly trades training in a much more balanced way—as opposed to broad, general education?

Can you see one or two years of the secondary school close to being one or two years of an apprenticeship? Do you see it going that far? Or do you see severe limitations as to how far it can go and still be part of the secondary school?

**Hon. Miss Stephenson:** I believe there will be much greater integration of skills training with both the secondary schools and the community colleges than we have seen in the past. The community college relationship has been really good but it is expanding dramatically at the present time as well.

I believe every young person in this province should have an opportunity to acquire as broad an education as possible. One of our reasons for establishing the secondary education review project was to try to find ways in which we could provide greater opportunity for those interested in skills training, as well as maintaining as much general education base as possible.

What I would like to see is the young person who graduates from grade 12 within the Ontario school system who has a bent in the direction of skills training, leaving grade 12 with a degree of skills training which will be of advantage to him or her in the ongoing, on-the-job training which is necessary, as well as a secondary school

graduation diploma which means something in terms of a general-education base.

That may not be easy. Is it possible? I don't know.

4:40 p.m.

**Mr. Sweeney:** How do you respond to those people who suggest the European model—they refer to Sweden, England, Germany, et cetera—of starting their people at a younger age and using much more the secondary school level versus the college level in terms of trades training? They compare that to Ontario and say, "That's why we are so far behind."

I am sure that is not a new question for you. You must have heard it many times. How do you respond to that?

**Hon. Miss Stephenson:** It provides a certain degree of anxiety since, as I have said before, I do not want to shut any doors, if possible, for young people at the time they are making initial decisions which may be the final decisions they make related to their life careers. If we stream them too directly into apprenticeship-related educational programs—whatever that means—we may shut too many doors and may not provide them with the opportunities which traditionally have been available to them.

I am aware of the direction which is given to and seems to be taken by young people much more frequently in certain European jurisdictions. It has some advantages for the industry of the countries in which those people live. I am not sure it has as many advantages for young persons as I would hope it would have. Perhaps it does.

**Mr. Sweeney:** Is there any evidence that has come to your attention or the attention of your officials to demonstrate that one way or the other?

**Hon. Miss Stephenson:** Of advantage or of disadvantage to young people?

**Mr. Sweeney:** The European model, which we are often compared to, which would say that as a result of their way of doing things their students are at an academic disadvantage. Everything I hear would suggest otherwise, but I do not have the firsthand experience. Do you have either the experience or any evidence that would support that contention?

**Hon. Miss Stephenson:** The evidence I have related to experiences in Germany would lead me to believe there is less flexibility than there is within our system for the young person who reaches the age of 18, which is the end of mandatory education, who has not followed an academic route and

who makes the decision that he or she would like to go on to university.

Mind you, everything in Germany is related to an apprenticeship program, so everybody has a piece of paper by the time he finishes his school program which allows him either to consider post-secondary education or to be involved in some kind of job. Obviously, that is an economic advantage.

I do not know at this point, because I do not know enough about it, whether it is a major impediment in the full development of that human being. I would like to see some information that would lead me to believe it is either an advantage or a disadvantage, but nobody seems to have looked at that very critically because, I think, of the fact that traditionally is the way it has been done in those jurisdictions, and traditionally that is what people expect.

In North America people do not expect that rigidity. They expect a greater degree of flexibility, a greater degree of choice and a greater degree of opportunity for young people. I suppose that is where one of our problems lies.

**Mr. Sweeney:** We still have some questions to get answered, don't we?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** I did not mean specifically here. I meant generally speaking.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** Okay. Can I move on to another one? I guess it comes under part of the same heading. I raised this very briefly before. I understand that in this vote we are responsible for the entire guidance program at both the elementary and secondary school levels.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** My main area of concern, Madam Minister, comes back to the intermediate division. It strikes me that is one place where we do not do the job we could do and where the payoff would be most effective.

What movement is in place to make the career counselling aspect of guidance, as opposed to the personal individual guidance, more effective and more productive at the intermediate division?

**Hon. Miss Stephenson:** For the past two years we have been attempting, through direct contact with the guidance teachers of the province, to inform them more fully of the role related to career counselling, the wide range of career opportunities available to young people within the province and the



availability of computer programs which they or the students can use to help them make more appropriate decisions. The response of the Ontario School Counsellors' Association has been positive and there have been a number of initiatives taken in conjunction with businesses, chambers of commerce, boards of trade, that sort of thing, to broaden the knowledge of counsellors regarding the actuality of the work place, be it in business offices, insurance companies, industry, whatever. An increasing number of guidance counsellors is taking advantage of these opportunities available to them.

We have been sponsoring career week to try to inform students of the range of opportunities available to them. In addition to that we have had an expansion of the Student Guidance Information Service, which is appropriate in that it has a vocational component now which is better developed than in the past. There is a study of the process of counselling at the intermediate level which has, I believe, borne some fruit in terms of ideas that probably could be put into practice when we are able to move forward with them, which I don't think should be too long.

**Mr. Sweeney:** There has been a concern that the emphasis on guidance and counselling has been at the personal level as opposed to the career level. That is not to suggest many of our students do not need that personal counselling.

The limit to the amount of time the guidance people have available with individual students has meant there has been much too little career and vocational guidance. Is that imbalance being addressed and if so how? Do you even agree with that concern?

**Hon. Miss Stephenson:** I thought you were quoting me, as a matter of fact, when you said it.

**Mr. Sweeney:** Obviously you agree with it. Now what are you doing about it?

**Hon. Miss Stephenson:** The requirements within a school board's area of jurisdiction are probably greater than has been perceived in the past and obviously there has to be some encouragement to boards. Every time I use the word "encouragement," somebody translates that as dollars and I'm not sure that is all that is involved for boards to consider seriously expansion of the counselling program within the school system.

I have a strong personal feeling that every single teacher at the intermediate and secondary level has some responsibility for a degree of career counselling. There isn't any doubt in my mind that in spite of that there

needs to be within every school institution those with specific skills and capabilities to provide the consultative service which all the kids need, except in a few instances.

The vast majority of young people do not know what it is they want to do. Some of them know by the time they are five and they continue to feel that way, but most of them have to cast about to determine what their talents and capabilities are and then determine what is available to them before they can make appropriate decisions. Many of them at this point don't make appropriate decisions.

I think we have a greater responsibility. How that is going to be translated into action at this point, I don't know precisely.

**Mr. Sweeney:** Let me come back to your reference to the Student Guidance Information Service. I guess it goes back almost two years now, when I had raised a question with respect to my understanding that the main thrust of this system was to provide to students information on the kinds of academic requirements they needed to meet to get into certain courses, where certain courses were being offered. The one element that seemed to be missing at that time, and I'm wondering if anything has been done about it, was to give students some direction as to what the probable manpower need was in that area.

4:50 p.m.

For example, a student says, "I might be interested in physiotherapy." They punch the right buttons and the information comes back: Here is the academic background you need; here are the universities where it is offered; here is how you apply. I don't understand, even to this day, that there is any indication in that feedback that, on average, Ontario has a need for 60 or 70 physiotherapists a year. The same thing could apply to any other program.

Has any move been made to build into this guidance system that kind of manpower need for future projections with, granted, all kinds of reservations attached, or do you not feel that is a necessary component of such a system?

**Hon. Miss Stephenson:** As well as projections can be translated into semi-factual material, yes it is a need. There isn't any doubt about that. The labour market analysis and information unit, which is an activity now of the Ontario Manpower Commission, will we hope provide us with fairly rational projections about the need in certain specific areas. In many areas it's much like looking

into a crystal ball at this stage of the game because technology is changing so many areas of activity so dramatically.

It is possible to provide slightly reasonable projections related to certain specific science activities. To say they could be predictably accurate is entirely wrong at this stage. I don't think anywhere is there a real capability for marketing projections five or 10 years down the line. The manpower commission is involved at this point in attempting to at least look at the skilled trades portion of our manpower requirements and to make reasonable projections about them.

We have some capability in certain of the health sciences, as you know, to make some predictions about what it is we are likely to need. Those pieces of information will eventually be built into—I hope sooner rather than later—the Student Guidance Information Service System.

**Mr. Sweeney:** They are not yet part of that system?

**Hon. Miss Stephenson:** Not an integral part of the system at this point.

**Mr. Sweeney:** To what extent has that system been expanded anyway?

**Hon. Miss Stephenson:** It has been expanded to include—

**Mr. Sweeney:** I mean obviously it is going to cover more courses but in terms of the kinds of information it makes available—

**Hon. Miss Stephenson:** The vocational area is one area of real expansion in the past few months.

Robert, I think it would be a good idea if you mentioned those because I had forgotten about them.

**Mr. Thomas:** The Student Guidance Information Service system has incorporated—

**Mr. Sweeney:** Excuse me, Madam Minister, I don't think the Hansard people know who is speaking.

**Hon. Miss Stephenson:** Robert Thomas.

**Mr. Thomas:** It has for at least the last two years incorporated a variety of aptitude tests which are computer marked and available for writing by students at the secondary school level.

**Mr. Sweeney:** This is part of the—

**Mr. Thomas:** This is part of the SGIS system. Going back to your previous question, Mr. Sweeney, the SGIS has the capability of front-ending information about labour market information. It would be an excellent vehicle for communicating the information to students with a good deal of immediacy and currency

but we haven't been able to attain the reliable labour market forecast.

We are not really different from any other part of the world as far as we can make out in not having that kind of advance information on labour needs, off into the future.

**Mr. R. F. Johnston:** Isn't that how we—

**Hon. Miss Stephenson:** No, that's somewhat unfair. We had an interesting visit at the student career counselling establishment in Germany which at the present time has in Berlin some 7,000 volumes and the projection is they will have something of the order of 15,000 more volumes within the area of their jurisdiction. They do not have accurate labour market information projections.

They are basing all the activity—which I might tell you is horrendously costly at this point—upon labour market information projects which are just as nebulous as ours. I was somewhat apprehensive about the amount of activity which was involved in this without really knowing where it was they were likely to be going.

**Mr. Sweeney:** Madam Minister, let me tie up my end of this. I believe it was in June 1978 when you were still the Minister of Labour that there was a joint conference held at Seneca College. Along with you there was the Minister of Education and a couple of others, but those were the two prime partners. I thought I understood at that time—

**Hon. Miss Stephenson:** Industry and Tourism.

**Mr. Sweeney:** The Treasurer, the Minister of Industry and Tourism, et cetera, but anyway I still think most people there felt the two main partners in that conference were Labour on the one hand and Education on the other.

I clearly got the impression, maybe incorrectly, there was not only a sense this could be done but that this should begin almost immediately. Are you telling me that as you get involved in it you are finding it's a more difficult job than you thought it was?

**Hon. Miss Stephenson:** We began the initiative in the late months of 1977 to develop a labour market information service within the Ministry of Labour. That activity has been ongoing and has been transferred now to the Ontario Manpower Commission as one of the areas of responsibility of that commission. The information which has been developed is relatively incomplete, particularly in the industrial area.

For example, it's not difficult to do in construction. We have been doing it for years in construction and we have fairly accurate

projections there. But in the industrial portion of our economy it is extremely difficult to extract from the employers, who have first-hand knowledge about what their requirements are likely to be even on a two, three, four or five-year projection, any kind of information which helps one make solid, accurate predictions.

I am aware the commission is now pursuing this vigorously and hopes to have some reasonable information which can be used by students. To hold out the hope we are going to be able to predict with any degree of accuracy precisely what the manpower needs are likely to be in five or 10 years' time with the rapid advances in technology and the dramatic social changes which are taking place may be wishful thinking. We have a responsibility to develop information which is as accurate as possible.

The manpower commission has that responsibility right now and I know is pursuing it. I just don't want to hold out any hope that it is going to be the kind of information which will solidly be able to tell a young person, "Yes, in seven years' time you are going to have a job in that area if you pursue this course."

Here is one of the things that worries me about skills training within the secondary program. I don't think we should ever allow it to become so specialized that by the time the young person is through that portion of the educational program he finds he has to go back to the beginning and start over again because there isn't any opportunity in the area in which he has had some basic training within the educational system. I think we have to be sure we don't get into that kind of rut. It will be a rut because that young person will be guided along one specific direction and find out he has no way of getting out of it.

Mr. Sweeney: Okay. I have one final question in this area. I have had a few parents—I will emphasize the word "few"—contact me with their concern about their sons and daughters who have become involved in a vocational school education. Rightly or wrongly, as parents they had the impression that could lead to an apprenticeship. In fact, in the several cases brought to my attention, when they applied for an apprenticeship they were told: "Thanks but no thanks. You just aren't qualified. You aren't ready."

5 p.m.

Hon. Miss Stephenson: That's right. That's one of the reasons for the linkage program.

Mr. Sweeney: I think you will appreciate that many of the students who get into a

vocational school are those who are less capable in some areas. But they have been led to believe that since they are in what is perceived to be a technical kind of education, by the time they graduate in two years they should be able to walk into an apprenticeship program. But what they get in those two years is, in fact, considerably less than that required for apprenticeship, and they are left out in the cold.

Is that a function of the direction which is given to those students when they enrol or are encouraged to enrol in a vocational school? Has it to do with what their parents are told? Is any direction at all given as to what is offered at the vocational school? In the few cases that have been brought to my attention, there has been rather bitter disappointment—"We thought that . . . and now we find out that . . ."

I don't know how widespread this experience is. Have you had these kinds of complaints?

Hon. Miss Stephenson: No. In the 19 months or so I have been here I have not, to my knowledge, received any specific complaint from a parent about that.

Mr. Sweeney: I wonder if any of your officials could reflect on that. Let me put the question in another way. To the best of your knowledge, can a student move into an official apprenticeship program in most of the vocational schools in this province?

Hon. Miss Stephenson: Directly?

Mr. Sweeney: Yes.

Hon. Miss Stephenson: It depends upon the availability of apprenticeship and I suppose on—

Mr. Sweeney: I mean, does he qualify?

Hon. Miss Stephenson: You mean, is he qualified to enter an apprenticeship program?

Mr. Sweeney: Yes. The distinction seems to be drawn that if you go into a composite secondary school and complete grade 10, at least, you have the necessary academic background to move into most of the apprenticeship programs in the province. But if, because of lesser ability or some other factor, a student has gone to a vocational school, and has completed two years or the equivalent of grade 10 in that school, he or she is not ready academically, to move into an apprenticeship program even though, indirectly, the student has been led to believe that would be possible. That's the issue.

Hon. Miss Stephenson: I know there are some cases in which the graduates of the vocational school have proceeded into the



skills training program, which is classified as an apprenticeship program, and have achieved that. But it is not universal.

**Mr. Sweeney:** Do you have any sense that students or parents may have been misled? I use the word in the positive sense, not a negative sense.

**Hon. Miss Stephenson:** No. I don't have any information which would lead me—

**Mr. Sweeney:** Although there is nothing positive about being misled.

**Hon. Miss Stephenson:** —to believe they are being misled. But that is certainly something we can explore.

I said I have not had a complaint. The deputy says he has had one or two in several years.

**Mr. Sweeney:** Would your statistics-gathering service be able to spew out the number of—

**Hon. Miss Stephenson:** I don't think so.

**Mr. Sweeney:** All right; I will try another road.

**Hon. Miss Stephenson:** If you are talking about the relationship between vocational schools and apprenticeships, I don't think we have that kind of capability right now.

**Mr. Sweeney:** Do you have any statistics-gathering service that says what happens to students after they leave vocational schools?

**Hon. Miss Stephenson:** No.

**Mr. Sweeney:** It might be something to look into. If at the end of elementary school, for whatever reason or composite of reasons, a student and his parents are encouraged to enrol that student in a vocational school, I think we are obliged to give them a pretty straight answer as to where it can take the student at the finish.

**Mr. Chairman,** I have a number of less important questions at this point, but I will leave them. I have taken a fair bit of time.

**The Acting Chairman (Mr. Belanger):** Shall item 9 carry?

**Mr. Johnston:**

**Mr. R. F. Johnston:** I tried to bribe the past chairman with a coffee to get on the list. At least I'm on.

**Hon. Miss Stephenson:** Which list did you want to be on, by the way?

**Mr. R. F. Johnston:** The speakers' list—to be able to ask questions.

I want to follow up on the last point Mr. Sweeney was making. Do we know how many kids who are streamed into vocational schools actually go on to get involved in an appren-

ticeship program? Do you not have a clear idea?

**Hon. Miss Stephenson:** I don't have any numbers right at the moment.

**Mr. R. F. Johnston:** At this time you don't know the figures for those kids, compared with the ones who go into a four-year program, say? I am just trying to get that kind of—

**Hon. Miss Stephenson:** I don't have that information.

**Mr. R. F. Johnston:** Do we have the ability to retrieve that information?

**Mr. McClellan:** You should be able to.

**Hon. Miss Stephenson:** I don't think we could. What would be required would be a matching of the applications through the industrial training branch with the graduates of vocational schools. It's possible, but it would be difficult.

**Mr. McClellan:** Is this data computerized, or is it all done manually?

**Hon. Miss Stephenson:** The ITB data has not been computerized. It is in the process of being computerized now.

**Mr. McClellan:** When will that be completed?

**Hon. Miss Stephenson:** I can't tell you. I think it will not be completed until the end of this year or the beginning of next year. I knew it was going to take two years to do it when we began the process.

**Mr. McClellan:** Presumably once that is done it would be simply a matter of a computer printout.

**Hon. Miss Stephenson:** Yes, but it has not been possible with the manual system used in ITB previously.

**Mr. R. F. Johnston:** It is just that it would be a concern of mine if there should prove to be a major distinction between them. The general qualification, in academic terms, for most apprenticeship programs would be grade 10?

**Hon. Miss Stephenson:** For most apprenticeship programs.

**Mr. R. F. Johnston:** Normally, you would expect somebody from a vocational school to be as eligible as somebody from a four-year program.

**Hon. Miss Stephenson:** In some instances, yes.

**Mr. R. F. Johnston:** It would be good to know if those people, for one reason or another, are not following on, especially if they apply in that area. As you know, we have raised before the question of people from

low-income families who get streamed that way and tend to stay in low-income kinds of employment afterwards.

**Hon. Miss Stephenson:** It would appear to have less to do with income levels than it has to do with performance, if you can call it that, and attitudes and assessments that have been carried out at the elementary level.

**Mr. R. F. Johnston:** But if one looks at the figures from the interschool study done in Toronto last year, one sees the examples of the two extremes, Forest Hill and Park public schools. One saw much higher streaming—80 per cent—into one; two and three from those areas where the income levels were very low.

**Hon. Miss Stephenson:** Yes. Some of the Anisef information is interesting, as well, if it is applied to that—the factors he delineates as those which are important in terms of the decision-making process regarding the educational program of kids. He is looking at it really from the grade 12 level, but many of those factors are equally important or perhaps even more important at an earlier level.

**Mr. McClellan:** The streaming has already taken place by that time.

**Hon. Miss Stephenson:** Yes, that's right. But the streaming has taken place also on the basis of some of those factors.

**Mr. R. F. Johnston:** But you would also consider things like attitude, for example. Those things are often as much an indicator of the socio-economic base—

**Hon. Miss Stephenson:** Which is one of the factors that he mentions.

**Mr. R. F. Johnston:** I raised that whole thing because I was listening to your response to Mr. Sweeney and thinking about the whole guidance format, that sort of thing. I understand the importance of the computerized program that you have developed, but I am wondering what there is in the way of specialized training for counsellors at inner-city kinds of school positions to prepare them to deal with their specific kind of student in terms of the whole personalized plus career-oriented kinds of counselling.

Is anything special being done in training or in developing guidelines for those teachers in terms of their students? The fact is there seems to be a 20 to 30-year history now, in certain areas like the city of Toronto, of kids being streamed low when they come out of that low-income area.

**Hon. Miss Stephenson:** I'm not sure that there is any specific portion of the course which is designed to address only the prob-

lems of those who will be counselling young people in the inner-city schools. It seems to me that the program has been designed to increase the sensitivity of counsellors to a variety of characteristics which the students may have.

5:10 p.m.

One of the concerns I have is one I mentioned earlier. Many of those who have been involved in counselling have not really had much experience in activities outside the school system, and much of what went on in the outside world was not an integral part of the thinking process in terms of their role as they perceived it. Therefore, it was not quite as comprehensive as it should have been, despite their undoubted dedication.

**Mr. R. F. Johnston:** Are you talking more about the family background of the kids, or are you talking about the future—

**Hon. Miss Stephenson:** No. I'm talking about what is necessary for a person who is going to be working in a certain kind of situation, such as an office or a factory; something of that sort. That's really one of the areas we are attempting to address now, to broaden that perspective in a way which makes their advice much more realistic in terms of the capability of the child and the requirements of the place in which that young person will be employed or trained.

**Mr. McClellan:** You may have discussed this; please tell me if you have and we won't pursue it. What kind of public information material has the ministry developed around the apprenticeship program that can be provided to parents and to their kids? Do you have a kit of material that you could share with us?

**Hon. Miss Stephenson:** We have a brochure which has been developed. We can share that with you. We are in the process of developing other information, specifically information for guidance counsellors. The brochure that has been developed is not only for the young people but also for their parents. It is specifically directed to encourage consideration of skills training.

**Mr. McClellan:** Perhaps you could share that with us. I hope it covers in some detail and in fairly concrete terms what the opportunities and qualifications are for apprenticeship training and that kind of thing. We are finding in our constituency office that an increasing number of the young kids who are coming in have dropped out of school and have grade 10 and 11 at Central Commerce. We are trying to talk to them about apprenticeship programs.

It would have been nice if somebody had been talking to them within the school system before they got to our office. Universally, the kids felt zip about the apprenticeship programs. They don't even know that it exists.

**Mr. R. F. Johnston:** How early do those brochures go out? If they are getting them to parents and students, as well as to guidance counsellors, are they going out when they are in public schools, or only at the high school level?

**Hon. Miss Stephenson:** They are distributed through the system that makes information available on a broad public basis, as well. This puts them in supermarkets, offices and in all sorts of places. I think those brochures were delivered at the end of last year or the beginning of this year—in January, perhaps.

It's a very interesting brochure which gives the experiences of seven or eight students who have been involved in skills training, and provides them with some information about the opportunities that are there for them.

In addition to that, we no longer have Dimensions, as you may be aware. There is a new publication from the Ministry of Education which is designed to provide a much more comprehensive store of information about education in Ontario for relatively wide distribution. It is going to be out at the end of this month.

It has a newspaper format, and each of the editions will have an insert supplement on a specific topic. The very first one is about skills training and will have a great deal of information about what is required for skills training, the number and kinds of apprenticeships and the kind of education program which is required. That will be available at the end of May.

**Mr. McClellan:** As I said, I would be grateful to get a copy of both of the items that are available now; the one for the general public and the one specifically for guidance counselling.

**Hon. Miss Stephenson:** They are fairly comprehensive; they are training profiles that are made available to guidance counsellors regarding a number of the skills. There's one.

**Mr. McClellan:** Oh, I see. They are quite detailed by trade.

**Mr. R. F. Johnston:** How broad a distribution does Dimensions have? Where does it go?

**Hon. Miss Stephenson:** Are you talking about the brochures we printed?

**Mr. R. F. Johnston:** No. The publication that is coming at the end of the month.

**Hon. Miss Stephenson:** "Son of Dimensions," as the deputy calls it. It's going to be called Education Ontario. It will have wide distribution. It will go to all schools, so it can be distributed to students as well as to teachers, counsellors and whoever is interested. It will also be made available to the community through the various routes we have.

**Mr. R. F. Johnston:** The only other thing I wonder about in the whole guidance procedures at the moment comes from my riding office and has to do with the whole problem of early school leaving. I don't know if it is really escalating over the last six to nine months but I have had more parents come in the last three to four months with various kinds of problems associated with early school leaving than I had when I was first elected.

How much specific training is going on to deal with that in terms of guidance teachers?

**Hon. Miss Stephenson:** That's an integral part of their educational program. The decision is not taken by guidance counsellors alone, as you know.

**Mr. R. F. Johnston:** I look at them as being obvious front-line workers in that situation. They are the ones who—

**Hon. Miss Stephenson:** Yes, and parents too.

**Mr. R. F. Johnston:** —try to make the link initially between parents and teachers and students prior to your getting to the full stage of the trustee and joint committees that have been established.

**Hon. Miss Stephenson:** We have not had a very dramatic increase in early school leaving. By the way, we will have to find something different for that; ESL also stands for English as a second language.

The numbers who have participated in early school leaving have not increased very dramatically over the last several years. There has been just a slight increase and I am not aware of any major increase in this year.

**Mr. Cooke:** How would you assume that guidance counsellors are an integral part of early school leaving?

**Hon. Miss Stephenson:** I said that the problem of students applying for early school leaving is an integral part of the educational program for guidance counsellors. That's what we have to be aware of.

**Mr. Cooke:** They certainly are not overly involved, or even involved to the extent they



should be in the process, according to the statistics and the report your ministry gave me last year on early school leaving. They didn't even know, at that point, how many school boards actually had early school leaving officers. This is something I had asked about last year. They gave me a report on it but it didn't really cover that.

As I said to you last year and to your predecessor for two consecutive years before that, I know that most school boards were allowing the attendance counsellors to do the job. There was very little community liaison to find alternatives and a lot of the students who had actually left the school system through the program were children whose parents were really incapable, through lack of contacts in the community, to develop an alternative program for their children.

**Hon. Miss Stephenson:** One of the criteria for early school leaving is the prospect of employment and training.

**Mr. Cooke:** What I'm saying is that the students who are not benefiting from the school system, and who could probably benefit from the program, are the ones who have the least resources to go out and find themselves an alternative.

**Hon. Miss Stephenson:** I'm not sure you can say that about the majority.

**Mr. Cooke:** The study your ministry gave me last year in response to questions I asked in this estimate seemed to indicate that and very few school boards were really taking the program seriously.

5:20 p.m.

**Hon. Miss Stephenson:** I know the attendance counsellors have been involved also in additional training programs to help them to be more knowledgeable and of greater assistance to the young people who take advantage of early school leaving, but it really is the job of the school board to ensure that the program of early school leaving meets the requirements of the student who may apply for early school leaving, and meets the criteria which have been established.

**Mr. Cooke:** What I had suggested last year, and you seemed to indicate you were not totally opposed to it, was that the grant the school boards get for those students in most cases now is not spent on the students who have left school early; it just goes into the pool and then is spent on children who are still attending school. That money should be designated as a grant to a school board to run an early school leaving program, because most school boards do not have the staff and are not doing that.

The money they are granted should be used to benefit the students on ESL.

**Hon. Miss Stephenson:** It has the same problems as any kind of directed grant, however.

**Mr. Cooke:** It may, but at this point the money is being spent in the wrong area. I think the ESL is a useful program for certain students but it is not being administered properly.

**Hon. Miss Stephenson:** Having had some discussions with a number of trustees who have been actively involved in the early school leaving program, I must tell you it may not be—

**Mr. Cooke:** I was chairman of our committee for two years in Windsor before I came here.

**Hon. Miss Stephenson:** But in other places there is a great deal of activity and the program seems to be working very well. It is not functioning that well universally.

**Mr. Cooke:** According to the information you sent me last year, some of the larger boards are doing a better job.

**Hon. Miss Stephenson:** And some of the smaller boards are doing a superb job.

**Mr. Cooke:** Not many boards were doing a good job at all. There are exceptions to the rule.

**Mr. R. F. Johnston:** I have not seen the study you gave David last year. Do we know the socio-economic background of the kids who are on early school leaving?

**Hon. Miss Stephenson:** That is not information we require, no.

**Mr. R. F. Johnston:** I am not asking if you require it; I am just wondering. My impression from all the ones I am getting is that they are from working class families, that most of them have been through some kind of special-education program within the school system for some time, things like that.

Have you developed any kind of profile to see who it is who's asking for these programs?

**Hon. Miss Stephenson:** I have some information but I am not sure I would call it a profile at this stage.

**Mr. R. F. Johnston:** It seems to me that would be an important kind of thing to know. If there is one economic group getting hit with that, or if there are subgroupings one could look at moving in that area more than others, it would be important to know for education planning. I would recommend that to you.

I was a little confused about what you were saying to Mr. Sweeney about the continuing education and no definition of it at the moment. We must at some point have had a definition for continuing education.

**Hon. Miss Stephenson:** We hope to have a clear definition for you in the not too distant future.

**Mr. Cooke:** You were working on that last year during the Bill 19 hearings.

**Hon. Miss Stephenson:** Yes.

**Mr. Cooke:** Give us the mandate, we'll give you a definition. We will go to Saskatchewan.

**Hon. Miss Stephenson:** Oh, blah! Saskatchewan is not Utopia.

**Mr. R. F. Johnston:** You don't have a working definition at the moment?

**Hon. Miss Stephenson:** Yes, we have a working definition. The difficulty is other people have definitions of continuing education as well. We must clarify some of the components of their definitions in terms of ours.

As I have said many times, I believe there are as many definitions of the composition of continuing education as there are people involved in it. We are trying to develop an appropriate policy in continuing education to fit Ontario.

**Mr. R. F. Johnston:** And you will be talking specifically about the role of continuing education—whatever that is—in the high school, or in the public school system, or throughout all levels?

**Hon. Miss Stephenson:** No. Our concern with continuing education has to be not only with the role of the school boards, which is what you are talking about, but also with a number of other agencies, perhaps exclusive of colleges and universities, who also have a role in continuing education. But there are a number of other agencies in the province who obviously are participating in continuing-education programs.

**Mr. R. F. Johnston:** Are you going to include them in your definition or are you going to exclude them?

**Hon. Miss Stephenson:** With respect to our area of responsibility, probably they will be part of the definition of continuing education, but the defined area of responsibility will also be clarified.

**Mr. McClellan:** I would like to ask a supplementary on this. I came in late.

You were talking with Mr. Sweeney about a study being done of continuing-education needs. Is that included with adult—

**Hon. Miss Stephenson:** No. At this point we are not attempting to define all continuing-education needs. I do not know whether one could define continuing-education needs clearly and specifically at this stage of the game.

**Mr. McClellan:** One assumes one criterion you might be looking at is the incidence of adult illiteracy.

**Hon. Miss Stephenson:** That is one aspect of continuing education only.

**Mr. McClellan:** Is that something you are currently studying or intending to study?

**Hon. Miss Stephenson:** Studying the needs for literacy?

**Mr. McClellan:** The incidence of adult illiteracy.

**Hon. Miss Stephenson:** There have been some estimates made, some of them reasonably accurate and with some of them I have no idea of the quality of the estimate that has been developed. What we are attempting to do is find out who is providing programs for people who like to be involved in adult literacy programs, because there is a wide range of sponsoring and delivering agencies at present.

One of the responsibilities the Ministry of Education has concerning adult literacy is to provide those who might like to become involved with information about where they can get the program, no matter in which community they live.

**Mr. McClellan:** In other words, a needs and resources study, without addressing yourself to the question of needs.

**Hon. Miss Stephenson:** We are trying to find out first what the resources are so we can provide that information to people who want to become involved. Attempting to determine the degree of adult illiteracy is something we will have to address.

**Mr. McClellan:** How? What I understand you to be saying is, despite the major study that is under way—and I assume this is a component of that study, or it is a separate study—you do not intend to address yourself to the incidence of adult illiteracy in the province. Is that a correct understanding?

**Hon. Miss Stephenson:** No. I do not know how you could misinterpret it that way.

What I said was at this time we are not doing a research study to define absolute numbers requiring literacy programs. What we are trying to do is determine the numbers of programs being made available, the rate at which they are being used, the success rate—however you measure that, and I am

not quite sure at this time—and to try to provide people who might like to be involved in those programs with the information about where they are available, what the programs are and how they get into them.

**Mr. McCellan:** I understand that. But I do not understand why you are not trying to address yourself to the global need.

**Hon. Miss Stephenson:** But we are attempting to address the global need. What I said was we are not defining specific numbers, and that is what you were asking.

**Mr. McClellan:** Yes. My question remains: Why not?

**Hon. Miss Stephenson:** At this point, because we are trying to find out the ways in which it can be—All the programs that are being provided are being utilized first, which I think is a reasonable thing to do. We have some projections—

**Mr. McClellan:** Surely, it is more reasonable to find out the extent of the illiteracy first.

**Hon. Miss Stephenson:** We have a whole series of projections about need at present. Do we have to duplicate them? I do not know. I do not believe we have to duplicate all of them, no.

**Mr. R. F. Johnston:** The things are not mutually exclusive. They are doing a summary of who is providing what in adult literacy at the moment. That is one thing, great. I am glad you are doing it. But surely somebody—and shouldn't it be you?—should be doing a major study to see what the extent of adult illiteracy is in Ontario at this point.

You are already making one assumption as a role for the ministry. You are saying it has its co-ordinating kind of role, to pull together this information on the services that are available. Are you making any other assumptions regarding standards?

5:30 p.m.

Are you making any other assumptions regarding ultimate responsibility for programs of adult literacy and are you making the assumption that you are going to be the one who, at some point, will pull together the basic information on who these people are and where they are?

**Hon. Miss Stephenson:** Who the people are?

**Mr. R. F. Johnston:** Not the ones who are getting the service at the moment, but the numbers of people who are illiterate, who they are and that kind of thing, so you can

decide what your role is going to be in service delivery as well.

**Hon. Miss Stephenson:** We will have, as a result of the next census, some further information about this which will be of help to us.

**Mr. McClellan:** Yes, but that will be by 1984, if the pattern is consistent.

**Hon. Miss Stephenson:** There are eight years.

**Mr. Bounsall:** Are you asking that question on the census?

**Hon. Miss Stephenson:** Yes, the grade achievement in school has been one of the integral questions of the census for some time. Didn't you ever fill out a census form? They ask in the census at what grade you left school, or at what level of education you left school.

**Mr. Bounsall:** And that would correlate well with the adult literacy, then.

**Hon. Miss Stephenson:** That's what we are trying to find out at present, whether it does or whether it doesn't.

**Mr. McClellan:** But you won't have that data from the 1981 census until at least 1983. It takes two years for Statistics Canada to fiddle around with the data. Why it takes two years is another question for another place.

It sounds like a perfectly harmless little exercise you are engaged in. You could probably pull together a list of existing services easily out of existing compilations of community resource booklets, services for this group, services for that group, many of which the government already publishes and provides. I don't see how that's going to help you to undertake the serious work of planning major programs to deal with the phenomenon of adult illiteracy—except of course, that's not your agenda. Your agenda, I think, is something else.

**Hon. Miss Stephenson:** Attacking adult illiteracy is certainly an item of some importance on our agenda.

**Mr. McClellan:** And yet you are unwilling basically to define the extent of the problem.

**Hon. Miss Stephenson:** I didn't say we were unwilling to define the extent of the problem.

**Mr. McClellan:** Not planned.

**Hon. Miss Stephenson:** I said we had a number of projections and a number of figures which had been established, some of which look reasonably accurate and some of which don't. An assessment—



**Mr. Cooke:** How do you determine if you think they're accurate?

**Mr. McClellan:** So the study process is to come to a determination of which of the projections are accurate, surely, if you are engaged in that exercise. But that doesn't seem to be part of the terms of reference, unless I am wrong.

**Hon. Miss Stephenson:** But it's not outside the terms of reference.

**Mr. McClellan:** Then can we hope that as part of this study you will be coming up with some kind of document that sorts out the question of incidence?

**Hon. Miss Stephenson:** Adult literacy is an important part of the examination of continuing education. It is not the only part.

**Mr. McClellan:** No, I am not saying it is. I am just trying to deal with this little part of it. It's not a little part in a community like mine.

**Mr. R. F. Johnston:** Nor mine.

**Hon. Miss Stephenson:** No, one third of all adult illiterates in Ontario are in Metropolitan Toronto.

**Mr. McClellan:** I am not sure we are getting anywhere with this conversation.

**Mr. R. F. Johnston:** I just look at the way the problem is being dealt with in my area at the moment. An ad hoc group has established itself and is now trying to provide some kind of a service to what has been said to be a 35 per cent illiterate adult population in Scarborough.

I don't know if those statistics are accurate. I don't know how old they are. You say you aren't clear on their accuracy and yet, surely, that is one of the key things to find out: who these people are; where they are specifically. When you are looking at the services being provided, decide whether or not they are adequate and develop some policy on what the board of education should be doing.

**Hon. Miss Stephenson:** Yes, what the board of education should be doing with the assistance of the ministry.

**Mr. R. F. Johnston:** The local boards of education.

**Mr. McClellan:** And the other agencies—

**Hon. Miss Stephenson:** And all the other agencies. One would not like to eliminate other agencies involved at present in this kind of program because some of them do it far better than any board of education could ever do it.

**Mr. McClellan:** I totally agree.

**Mr. Cooke:** Obviously, you have to determine the need and then develop an overall policy and funding policy.

**Hon. Miss Stephenson:** We have a ball-park examination or assessment of the need at this time. That is what we have to work with right now in the development of the general policy related to continuing education.

**Mr. McClellan:** When do you expect this project to be completed?

**Hon. Miss Stephenson:** You keep asking me for dates and I am not sure. I think we are well on the road—

**Mr. McClellan:** You keep looking at the table.

**Hon. Miss Stephenson:** —to the examination of the subject of continuing education. The specifics within that subject area will be addressed as soon as the overall policy has been established.

**Mr. R. F. Johnston:** I have one matter on continuing education I would like to raise if possible. That is whether at this stage you have made any decisions on continuing adult education, specifically in pre-retirement preparation and the role you, as the Minister of Education, would like to see the various boards of education taking in that area.

At the moment it is ad hoc to a greater extent probably than the literacy programs.

**Hon. Miss Stephenson:** The advisory council on senior citizens and the advisory council on ageing, as I am sure you well know, have been actively involved in examining the need for pre-retirement programs in a number of areas and that has been provided by agencies primarily, aside from school boards, in the past. That is something all the ministries within the social policy field will be addressing. It will not be simply a Ministry of Education initiative.

**Mr. R. F. Johnston:** Am I to understand you are actually coming up with policy directions for the ministry on where it will be going with continuing education and what its involvement will be? So the matter I am raising is under consideration jointly with other ministries.

**Hon. Miss Stephenson:** Yes, but it's joint activity rather than one single ministry.

**Mr. McClellan:** When will that be completed?

**Hon. Miss Stephenson:** I can't tell you. I'll try to find out.

**Mr. McClellan:** But somebody knows in the ministry or is that an interministry—

**Hon. Miss Stephenson:** It's an interministry activity which falls within the area of responsibility of the Provincial Secretary for Social Development (Mrs. Birch).

**Mr. McClellan:** Well, I will ask her.

**An hon. member:** You won't get an answer there.

**Mr. R. F. Johnston:** I think I have found out everything I am going to find out.

**Mr. Bounsall:** Continuing on this point, do you have any idea of the numbers of retirees who are turning up for board of education courses around the province? Is it a small number? Is it a significant number?

**Hon. Miss Stephenson:** From the correspondence I have had at any rate, it seems that a larger number of retirees are involved in continuing education courses—or general interest courses, I suppose I should call them—at the community college level than at any other level. But there are some courses provided by boards of education which are of interest to those who are going to retire. They are not courses specifically related to planning for retirement.

**Mr. Bounsall:** No, I didn't mean those courses. I meant general courses retirees have decided to enrol in.

**Hon. Miss Stephenson:** We have numbers rather than names and ages in the information developed by boards of education.

**Mr. Bounsall:** Yes, right. It hasn't been collected on the basis of whether they were retired or not.

**Hon. Miss Stephenson:** No.

**Mr. Bounsall:** Not everyone is a Fred Burr who goes back for an MA in classics.

**Hon. Miss Stephenson:** Not every physician gets recycled as a lawyer at the age of 65 either. A couple of friends of mine did so.

**Mr. Bounsall:** Recycled as a lawyer?

**Hon. Miss Stephenson:** Yes. They got into law school somehow.

**Mr. Cooke:** Dr. Elgie did it early.

**Mr. Bounsall:** An early starter.

Are you interested in—

5:40 p.m.

**Hon. Miss Stephenson:** We can also provide you with some numbers through the Ministry of Colleges and Universities' estimates of the senior citizens who are taking advantage, for example, of university courses, since many of the universities provide those courses at no cost to senior citizens or at minimal cost and they have records of the numbers involved. But community college

seems to be the place those people gravitate to.

**Mr. Bounsall:** Is there an intent to keep track of the number of retirees who go into them—they can because they have application forms that collect this information—but what about board of education courses? Is there any intent to collect information on who is a retiree?

**Hon. Miss Stephenson:** They keep some statistics about the numbers involved in certain courses, but at present why would you want to? I'm not sure.

**Mr. Bounsall:** Without getting into the courses that boards of education might well be encouraged to give to retirees—the whole area we have been talking about and Mr. Johnston was getting into—it might be interesting to know how many find the board of education courses relevant and are taking those courses in their retirement.

**Hon. Miss Stephenson:** In actual fact, the boards make their own decisions about the courses they will provide. I believe in all instances that relates directly to the amount of interest engendered within a community, because the boards recognize the needs within a community and provide the courses which would seem to be most attractive. But whether they provide them on the basis of what is most attractive to those who are retired or those who are not retired, I can't tell you. I am not sure the Ministry of Education should be providing that kind of direction to boards at this point.

**Mr. Cooke:** Get the information to see how your money is being spent.

**Hon. Miss Stephenson:** Oh, we know the courses that are being provided and the numbers involved in them.

**Mr. Cooke:** What is their use?

**Hon. Miss Stephenson:** Well, how do you measure the use of the general interest course? How do you measure the value of a course in some kind of handicraft, for example? Providing it gives to those who are participating, some guidance in an activity they will find interesting and stimulating as leisure time activity, surely that's—

**Mr. Cooke:** I didn't say value. I said use. I'm sure if there are five people in a course, it is of great value to those five people. But if there is another course that has an enrolment of thirty people in one class, then obviously the interest in the cost-benefit is higher.

**Hon. Miss Stephenson:** Are you saying the course that has only a very small enrolment, although it may be of great interest to the

people who are taking it, should not be offered?

**Mr. Cooke:** No, but if I was an administrator of the board of education, I would certainly look at it and see where we could spend our money to benefit more people.

**Hon. Miss Stephenson:** Oh, I'm sure the boards do that.

**Mr. Cooke:** There is a lot of your money in it. That's what I meant.

**Hon. Miss Stephenson:** It isn't our money. It's the taxpayers' money.

**Mr. Cooke:** Well, you're responsible for administering it so it is your money and if it is not spent wisely then we hold you accountable.

**Hon. Miss Stephenson:** You may hold me accountable for it but don't call it my money because it isn't my money. It belongs to every citizen of Ontario who pays taxes.

**Mr. Cooke:** Our money, then. All right, our money. We trust you with spending it wisely.

**Hon. Miss Stephenson:** I don't have any money.

**Mr. Cooke:** I don't want to talk about your balance sheet.

**Mr. Bounsall:** You mean your cheque book is like ours.

**Hon. Miss Stephenson:** I suppose that is true, but the implication that government money belongs to government is a myth I think we should dispel immediately.

**Mr. Cooke:** I think you know what I meant.

**Hon. Miss Stephenson:** Yes.

**Mr. Chairman:** Have you finished, Dr. Bounsall?

**Mr. Bounsall:** That was really a supplementary to Mr. Johnston's answer. I have one area—a couple of areas, but one that I'm interested in.

Has the ministry given any thought to a problem in some of the areas in our province with the particular boards, and that is the pay to part-time teachers, the occasional teacher?

**Hon. Miss Stephenson:** Has the ministry given thought to it? No.

**Mr. Bounsall:** Yes. Some boards are a little better but the standard practice is to pay on a per diem basis one two-hundredth of the minima that a teacher would fall into with degree or without degree and so on. There are some boards—and Peel county is a continuing bad example—whose pay fluctuates; it

is very difficult to get it on the negotiating table, it's dropped early.

An amendment to the Education Act could say one of those occasional teachers will be paid a per diem of one two-hundredth of the minimum of the category they are in. That is the general practice—some are better—and it would certainly clear up some real trouble-spot situations such as the Peel board and from time to time other boards.

Would you consider an amendment of that sort which would certainly ease a continuing problem of the Peel board of education, in particular?

**Mr. Cooke:** Or you could amend Bill 100 and cover summer school and night school so the teachers' federations could include them in their negotiations.

**Hon. Miss Stephenson:** That could be one of the recommendations of the committee. I can't tell you at this point. But in some instances it is covered by the collective agreement and in others it isn't.

**Mr. Cooke:** If it is involved it would be voluntary inclusion by the board.

**Hon. Miss Stephenson:** Agreed inclusion by the two parties.

**Mr. Cooke:** But if you were given the mandate under Bill 100 to include it that would also assault the problem in Windsor a couple of years ago when the OSSTF was going to use the boycott of summer school as a weapon in negotiations. I think that would have brought some sanity to that discussion if it was a right for the teachers to negotiate it, rather than handling it the way both the teachers and the board did.

**Mr. Bounsall:** And they would have been disallowed by so doing unless at specific contract time, if they had been covered, right? The situation couldn't have arisen. It would have been defined as a strike situation, whereas it couldn't be so defined because they weren't covered. Do you have any opinion on it or do you just await the Bill 100 committee's—

**Hon. Miss Stephenson:** I think I had better do that, if nothing else.

**Mr. Cooke:** You're sympathetic though, I can tell.

**Hon. Miss Stephenson:** I think in some instances it would be very helpful. I'm not sure it would be in all cases.

**Mr. Bounsall:** We got switched around to Bill 100. Maybe I can come back to my other point, but continuing on Bill 100 at the moment, I was rather surprised to see one of the—I'm not sure what we call them



—commissioners or board members make a statement shortly after his appointment that he didn't think the principals and vice-principals should be fully covered under Bill 100.

That disturbed me because one is supposed to be sitting back hearing all the briefs and deciding as a result of the input you get what the decision is—

**Hon. Miss Stephenson:** The only person who possibly could have said that was John Crispo.

**Mr. Bounsall:** It wasn't John.

**Hon. Miss Stephenson:** It wasn't John?

**Mr. Bounsall:** No, it was one of the others.

**Hon. Miss Stephenson:** Obviously I didn't read it then. When did he say it?

**Mr. Bounsall:** Or was it Crispo? In an address he gave shortly after the appointment—about two weeks after. I was rather disturbed because it indicated a closed mind to what was one of the major continuing points.

**Hon. Miss Stephenson:** I don't think any one of the commissioners had a closed mind about any aspect of Bill 100.

**Mr. Bounsall:** The fact that it came after his appointment really did disturb me almost enough to get out a press release—but not quite—saying it shouldn't be on it.

**Hon. Miss Stephenson:** That's astonishing. Whenever I sneeze you issue a press release.

**Mr. Bounsall:** Just hold it. No, I don't, very seldom. That he shouldn't be holding that attitude when he was in that position disturbed some other people around the province, needless to say.

**Hon. Miss Stephenson:** I'm sure the opportunity to present briefs has probably dispelled some of that apprehension. It wasn't the chairman who made the statement obviously. I didn't see that statement as a matter of fact. I was unaware of it.

**Mr. Bounsall:** It certainly did disturb me. I would have thought, if you had been aware of it, it may have led to some real concerns and the possible consideration of replacement of that person because it's such a major point.

**Hon. Miss Stephenson:** I was not aware of it and I heard nothing from you or from anyone else about it.

**Mr. Cooke:** We save up all our ammo for our estimates.

**Hon. Miss Stephenson:** But I should have thought perhaps the headmasters or someone

might have communicated some concern about it.

**Mr. Bounsall:** I was awaiting the final transcript of the speech. It got lost in the shuffle and didn't reach me until about four weeks after the event. If I could have got my hands on it right away—

5:50 p.m.

**Hon. Miss Stephenson:** Where was it reported?

**Mr. Bounsall:** I don't have the documentation with me right now; it is in my office and I can dig that up. I am not sure at the moment where it occurred, and I can find that out as well.

The actual confirmation that it was said, and the wording, did not come to me until about four weeks after the event. Because of that time lapse I wasn't able to jump right on it. I needed assurance that I could get the actual words that were spoken. I really was disturbed at the time—

**Hon. Miss Stephenson:** I not only get the daily press clippings for all the Toronto papers but for all the out-of-town newspapers as well, on a regular basis, through our clippings service. I don't recall seeing anything about that at all.

**Mr. Bounsall:** Let me look that up and send it to you.

Going back to the one two-hundredth, which is the standard one, would you consider an amendment to the Education Act to put that in and thus put an end to those sorts of disagreements?

**Hon. Miss Stephenson:** I would like to see what the committee has to say about it. I am sure that's one of the things they will have looked at. I really don't want to prejudge in any way what they may or may not recommend.

**Mr. Bounsall:** This is a different point from inclusion in the bargaining—

**Hon. Miss Stephenson:** No, not necessarily; the scope—

**Mr. Bounsall:** The scope is wide enough to include a point like that?

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** I wonder if that is known to the part-time teachers in the province. They may not have presentations on that point.

**Hon. Miss Stephenson:** It seems to me that there was something about it in the OSSTF presentation making that specific point about summer school and continuing education.

Mr. Bounsall: But these are the teachers who were placed; teachers who were in the classroom on a regular basis.

Hon. Miss Stephenson: Yes, but I'm—

Mr. Sweeney: They are not part of the bargaining unit, are they?

Mr. Bounsall: No, they are not; that's the problem. Those who are part of the bargaining unit—those who teach the summer courses or the evening courses—I can see them speaking to that point about those courses and those arrangements being included in Bill 100.

Mr. Cooke: But they are not part of the bargaining unit either.

Mr. Bounsall: Some of them are not, but they are often the same teachers who do it.

This is a group of nonpermanent teachers who are hauled in on a regular or rotating basis—the part-time teachers—who are not covered by Bill 100 and are not part of the federations. Although the common practice is to pay the one two-hundredth of the minimum, which works out to two different figures, depending on whether one has a degree or not, there are places where there are some real problems with it. Some years they do, other years they don't. They have an awful time trying to regularize the situation. The Peel Board of Education is the main trouble point in the province.

An amendment to the Education Act would regularize the situation in most boards and take away the irritation that occurs from time to time, such as that which has been occurring for five or six years in Peel.

Hon. Miss Stephenson: Did you clear this with the federation before you made that suggestion?

Mr. Bounsall: You don't have to clear it with the federation. I'm sure there is nothing there they would object to. There are some problems within the federation as to whether or not they should have that group of teachers in their jurisdiction. I can see that. But I could not see them making an objection to their salary being regularized. That one two-hundredth of the minimum—are you suggesting they might want it somewhat higher than that?

Hon. Miss Stephenson: No. I'm suggesting that there may be some recommendation from the federation regarding all of the teachers who are teaching at the continuing education or summer school levels.

Mr. Cooke: They can't have it both ways. They can't use it as a bargaining tool and then not include it in Bill 100.

Hon. Miss Stephenson: It's an interesting point.

Mr. Bounsall: There is one other area I want to discuss, Mr. Chairman. I am sorry I had to be absent from the proceedings for a while to deal with some further Chrysler situations.

Was the Sudbury situation touched on here in terms of the school year?

Hon. Miss Stephenson: No.

Mr. Bounsall: I know Mr. Martel asked a question in the House today and I heard the minister's reply. How far away are we in resolving what needs to be given in the way of Saturday school, extending the school year, and so on?

Hon. Miss Stephenson: There was extensive consultation before the dispute was settled about what might be required, what could be required and the kind of flexibility which was available at that time. I am aware there have been some discussions between certain members of the board and some members of the federation in Sudbury about the ways in which they would do this.

At this point I do not have what is really a recent update on discussions that have gone on—just that they are looking at all of the methods that can be used, in order that kids who require it may achieve their program.

Mr. Bounsall: It is a clearly perceived need in both cases. It is just a matter of what is the best way to proceed.

Hon. Miss Stephenson: Yes.

Mr. Bounsall: Is it primarily centred on grades 12 and 13?

Hon. Miss Stephenson: That, of course, is the matter of most acute concern at this stage, but one has to be concerned about the others as well.

Mr. Bounsall: As far as you know, discussions are going on there?

Hon. Miss Stephenson: Yes.

Mr. Bounsall: Was it you, Madam Minister, who said, "By the end of the year"?

Hon. Miss Stephenson: I said, "By the end of this week I hope to help them."

Mr. Bounsall: I don't mean in terms of the choices. At one point, around the end of the strike situation, you used the term, "By the end of this calendar year." This would not apply to grades 12 and 13; the catch-up should have taken place before then. I can see that applying to grades nine, 10 and 11.

Hon. Miss Stephenson: Yes.

Mr. Bounsall: You would have, perhaps, an early starting date, or a more concentrated

fall term than would normally be considered. Is that one of the options for the lower grades? Do you know?

**Hon. Miss Stephenson:** I am not sure if that, specifically, has been looked at for the lower grades at this point. There were perhaps other alternatives being examined, related to grades nine, 10 and 11, which would not require a modification of the school year beginning in September 1980.

**Mr. Bounsall:** But we will know shortly which of all the options they have chosen?

**Hon. Miss Stephenson:** I am not sure that they will choose one. From my most recent conversation with representatives of both the profession and the board it appeared they felt they had to have a number of routes available to them because of the two kinds of programs in Sudbury—the semester system and the regular system—the specific needs of students in grades 12 and 13 who had requirements for either university or colleges, and of those who were attempting to achieve credits in order to go on in grades nine, 10 and 11.

**Mr. Cooke:** Are you going to make any adjustments in the Ontario Student Assistance Program for these students—

**Hon. Miss Stephenson:** Yes. If that should happen, certainly their limited earning power is one of the factors which will have to be taken into consideration in terms of the eligibility for OSAP. That is already being examined.

**Mr. Chairman:** Mr. Sweeney, do you have a question?

**Mr. Sweeney:** I have two short ones, considering the time it is.

**Hon. Miss Stephenson:** Fire away.

**Mr. Sweeney:** The first one comes back to the definition of a credit in HS1. If what we heard today could possibly happen; that for some students there may not be any change in the school year or the school day or anything else; that there simply is going to be a very subjective decision—and I prefaced this with “if,” Madam Minister—would a change not then be required in the definition of a credit in HS1?

**Hon. Miss Stephenson:** I would have some very grave concern about both the definition and the way in which the activity could meet that definition.

**Mr. Sweeney:** Can I interpret that to mean you would not accept the alternative which was described today, and still leave the definition of a credit the way it is?

6 p.m.

**Hon. Miss Stephenson:** I think the Ministry of Education has a very heavy responsibility to examine the quality of the so-called credit to determine whether it could be construed as a credit or not.

**Mr. Sweeney:** It is correct to say, then, that the minister retains to herself—as long as she is minister—the power to make that decision as to what will construe a credit.

**Hon. Miss Stephenson:** I do not know whether that is legally so or not. But whether it is legal or not, I would be involved.

**Mr. Sweeney:** That's your intention.

**Hon. Miss Stephenson:** Yes. This means there may be some kind of small altercations.

**Mr. Sweeney:** I understand that the secondary school study is projected to cost something in the neighbourhood of \$600,000.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** The obvious question that has been asked before is, given the expertise you have within your own ministry, why did you deem it necessary to go outside to do that study?

**Hon. Miss Stephenson:** Primarily because it seems to me that education, in particular, is a matter which should concern the entire range of citizens in Ontario; especially since statements have been made by those not directly involved with the educational process about the advantages or the limitations of the program which is being provided at the present time. Therefore, I felt strongly that it was important to have as wide a range of opinions and expertise as possible, related to secondary school education.

We are, in all circumstances,\*making use of the services of Ontario citizens with expertise in many areas. Each of those citizens, except for the person who has been appointed chairman of the steering committee and is, therefore, the director of the study, are providing their services on a voluntary basis.

**Mr. Sweeney:** I certainly wouldn't argue against your premise that for input you need to involve a much broader base than just your own ministry. The direction of my question is why somebody else is doing it instead of your ministry people. This would still give you the opportunity to involve people in whatever way you chose.

**Hon. Miss Stephenson:** Our ministry people are directly involved in the steering committee and in the study as well. The secretariat for the entire study is made up of ministry people.

**Mr. Sweeney:** Is it or is it not a correct perception that you have, however you wish



to define the word, contracted the study out? In other words, it isn't being done by your officials; you have handed it to several other groups of people and said, "You do the study and then tell us."

**Hon. Miss Stephenson:** We have not contracted it out. The Ministry of Education is responsible for the study and is, in fact, carrying it out, as I think I described relatively clearly, through the—

**Mr. Sweeney:** I am basing my questions on the statement you read in the Legislature.

**Hon. Miss Stephenson:** —involvement of a significant number of people who have direct responsibilities in the education area, and a number of people who don't have any direct responsibilities. We have not contracted the study out. The study is being carried out by the Ministry of Education.

**Mr. Sweeney:** If your officials are responsible for it, and if many of the people participating are volunteering their services,

where does the \$600,000 price tag come from?

**Hon. Miss Stephenson:** There will be a number of activities in terms of collating all of the information made available to us and gathering it from other areas. A conference will be held early in September to which about 170 participants will be invited. There will be the development of documentation, and the dissemination of that documentation so there can be responses to it.

There are, I think, very reasonable costs related to the examination of the Ontario secondary school system in the province. There is also the cost of transportation for those who will be coming to participate in the meetings of the committees.

**Mr. Sweeney:** I'll come at it from another direction. The chairman is going to cut me off anyway.

Item 9 agreed to.

The committee adjourned at 6:07 p.m.

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Fisher, Dr. H. K., Deputy Minister

Thomas, R., Executive Director

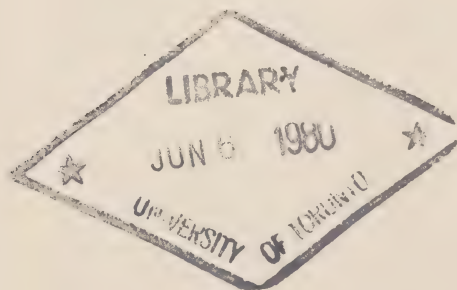


No. S-12

# Legislature of Ontario Debates

## Official Report (Hansard)

**Standing Committee on Social Development**  
Estimates, Ministry of Education



**Fourth Session, 31st Parliament**

Tuesday, May 13, 1980

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

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TUESDAY, MAY 13, 1980

The committee met at 3:36 p.m. in committee room No. 1.

### ESTIMATES, MINISTRY OF EDUCATION (continued)

On vote 3102, education program; item 10, special education:

**Mr. Chairman:** I call the committee to order. When we adjourned we were on vote 3102, item 10, special education. Mr. Sweeney.

**Mr. Sweeney:** I believe we were just about to begin special education, Mr. Chairman.

I would draw to the minister's attention that when we raised the question of the new legislation in our opening comments, the minister gave us to understand that the legislation would be before us prior to the end of these estimates. I am sure the minister realizes that the estimates end sometime tomorrow afternoon, and we have yet to see the legislation. I don't know how she is going to bring it in between now and then. It leaves us in a rather awkward situation with regard to these estimates.

I respected the minister's comment that she had made a commitment to a number of groups around the province to have a simultaneous announcement with respect to the provisions of the new legislation and the funding of that new legislation. On that understanding, we didn't press you for any answers, Madam Minister. Now what do we do? You have put us in a bit of a bind.

**Hon. Miss Stephenson:** I am sorry. I confess to you that I really had hoped we would have the bill introduced for first reading before the end of the Education estimates. One major area has been amended on the basis of a specific request for examination of a problem. We have got over almost all of the hurdles. We go over the final one tomorrow. I had hoped to be able to introduce it on Thursday or Friday of this week, but that does not mean that it will be before the end of the Education estimates, unfortunately.

**Mr. Sweeney:** Can the minister give us any idea as to the overall tone of the legislation without getting into the specifics of it?

**Hon. Miss Stephenson:** Yes, it is very positive.

**Mr. Sweeney:** Even if we were to have some idea of what the minister is hoping to accomplish by it that cannot be done under existing legislation, quite frankly I am at a loss even to know what questions to ask. Obviously I can't expect to elicit any answers from the minister under those circumstances.

Let's say we just look at the preamble to your bill or the explanatory note. How is the new legislation going to meet the needs of special education requirements in the province in a way the existing legislation doesn't do?

**Hon. Miss Stephenson:** There were two major difficulties in the past, I believe. The first was the permissive nature of the Education Act in terms of responsibility for the provision of programs for exceptional children within the educational system. The second was the lack of a relatively clear definition of exceptionalities.

Those have been discussed, at length, with the people most directly involved in the provision of educational programs, including representatives of the council of school trustees, the Ontario Teachers' Federation and the Ontario Association of Education Administrative Officials and other administrative officials, as well as those advocate organizations related to exceptional children.

There is now consensus among the groups in terms of the major features of the bill related to the development of full responsibility in the educational system, the appropriate definition and the way in which it will be implemented.

3:40 p.m.

**Mr. Sweeney:** You will recall that in the estimates of last November it was drawn to your attention that the three major groups—trustees, administrators and teachers—had expressed concern over three particular items. I believe these were funding, teacher training, and a sufficient time line.

Given the discussions you have had with those three groups prior to the introduction of this legislation, do you have the sense

that they have been resolved in a satisfactory manner? Or are there still one or more of those outstanding?

**Hon. Miss Stephenson:** Since the group have not been given precise information at this point about the funding level, I really could not in any way say that there is consensus there. I believe there is consensus that the requirements in terms of teacher qualification can be met, and there certainly is agreement about the mechanism for introduction and the period of time required for full implementation.

**Mr. Sweeney:** We have already spent a little bit of time talking about the procedures for teacher upgrading; I think that is the expression we agreed upon. I got the impression when we were talking to Dr. Pitt of the Ontario Institute for Studies in Education that there seemed to be a sense of agreement between you and him that it would be the faculties of education in the universities, primarily, that would accept the responsibility for this form of upgrading. Did I understand that correctly?

**Hon. Miss Stephenson:** Yes. I suppose the use of the word "primarily" appropriately modifies it, because I believe there is still a role for OISE for a certain proportion of the upgrading of teachers. But the majority of teachers will, I believe, utilize the programs which were established in conjunction with faculties.

I say "in conjunction" advisedly; they may also be established through the mechanism of a board-teacher relationship, utilizing the services of appropriate people from the faculties.

**Mr. Sweeney:** So we can expect that in some communities there will be what we used to call "board courses"—courses that are operated within a board's jurisdiction. The board used to be responsible for them, but I gather it will now be an arrangement between the board and the local faculty.

**Hon. Miss Stephenson:** It will be a joint responsibility, probably, in some instances.

**Mr. Sweeney:** Would it be correct to say that the overall responsibility for offering courses either in the university or in a community structure will remain with the faculty of education?

**Hon. Miss Stephenson:** Yes. The content and the program of the courses will be primarily a faculty of education responsibility. So I think your statement is probably basically correct.

I can give you the list of the university faculties involved. They are Brock, Lakehead,

Laurentian, Nipissing, University of Ottawa, Queen's, University of Toronto, University of Western Ontario, University of Windsor, and York; as well as OISE.

**Mr. Sweeney:** Are these faculties of education going to launch new programs, or are they already operating them?

**Hon. Miss Stephenson:** They are already operating teacher upgrading and special education as of 1979-80.

**Mr. Sweeney:** Were they launched in anticipation of the new legislation, or had they been centres for teacher education in the special education branch prior to that? I raise that question because there has been concern expressed that there were not enough centres offering this.

**Hon. Miss Stephenson:** Several of them had been involved before there was any introduction of even the proposed legislation. This, as you know, was distributed widely last year. One or two of them have become involved as a result of the obvious need for teacher upgrading in this area.

**Mr. Sweeney:** Are you involved at the present time in any sort of negotiations with boards or with the trustees' council for time release programs for teachers?

**Hon. Miss Stephenson:** No.

**Mr. Sweeney:** Let me put my concern in this way. If we are going to bring in legislation making boards responsible, it's quickly going to be fairly widespread. How extensive, I don't know. The requirement, however, would be—I would hazard a professional guess—for a number of teachers to need to be upgraded fairly quickly.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** I have some concern that through the normal mechanisms of evening courses, of weekends, of summer courses, et cetera, we won't be able to do the job in any kind of time line considered reasonable by most parents, at least.

**Hon. Miss Stephenson:** You may be aware. Mr. Sweeney, that at this time there are 22,785 teachers qualified in special education in the province, which is not an inconsiderable number. The rate at which qualification is occurring is rather more dramatic than one might have anticipated several years ago. It is at the level, last year, of almost 5,000 teachers.

**Mr. Sweeney:** But, Madam Minister, surely you are aware of the fact that many of those would be qualified at the first level only, which is little more than a survey program—

or has been up to this point. Whether or not level one has been significantly upgraded to be more than that it certainly wouldn't meet the needs of teachers—

**Hon. Miss Stephenson:** I don't think it's just a survey program any more. It does provide the basic level which is required for advancement to the second and third programs.

**Mr. Sweeney:** Madam Minister, I don't dispute that level one is a necessary prerequisite to levels two and three. All I am saying is if a significantly large number of those 22,000 you mentioned have only level one, they do not in any way have sufficient skills to be able to do the job as I understand your legislation is going to require it to be done.

**Hon. Miss Stephenson:** Yes, but we have, as I said, some time as a result of the concerns expressed by the participating groups. They felt there was concern about an immediate total field introduction and there is a time period during which that upgrading may be enhanced and improved.

For example, in 1979 those who achieved the elementary level of certification were almost double the number who had achieved that level the year before. There is obviously a great deal of enthusiasm and interest on the part of teachers for involvement in this kind of program.

**Mr. Sweeney:** Do your records show, Madam Minister, the number of teachers in the province who hold what I would call the equivalent to a specialist's certificate? That is level three, I believe. Your most recent statistics.

**Hon. Miss Stephenson:** Yes. About 3,500 in the last five years.

**Mr. Sweeney:** Now that would be out of an elementary school population of what—60,000 or 70,000?

**Hon. Miss Stephenson:** Teaching staff is about 60,000 now, I believe.

**Mr. Sweeney:** Yes, that's what I mean. Still a long way to go.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** Do you envision the implementation mechanism being based on need or being based on starting at the lower grades? I know you have already introduced in the form of memoranda the early identification program, so it's not surprising that one might perceive the plan is to introduce it by grades or by divisions. The other equally logical plan, maybe even more suitable, would be on the basis of need, with the greatest need—

**Hon. Miss Stephenson:** Our perception and our intention is to introduce it on the basis of need.

**Mr. Sweeney:** At a summer course offered at the University of Waterloo through St. Jerome's College last year, Dr. Bergman listed a number of statistics and one of them seemed to indicate certain areas of the province where there was very significant need, more so than in other areas.

Are we talking of something like that or are we talking of a province-wide program, based upon somebody's definition of need?

3:50 p.m.

**Hon. Miss Stephenson:** In the long run it will most definitely be province wide. The initial activity is not province wide, but will be a definition of need as established by the most comprehensive examination possible, and a planned program of that examination of assessment of both needs and resources.

**Mr. Sweeney:** I mentioned Dr. Bergman's comments, by the way, so you do not misunderstand me, because he put them in the context of identifying first what is presently being done, which is significant. But then he went on, and I think rightfully so, to point out what still needs to be done.

**Hon. Miss Stephenson:** It is really the basis of our approach.

**Mr. Sweeney:** Okay, I'll leave the rest for something else.

I want to get into another aspect of special education and I touched briefly upon that as well in my opening statement. And that has to do with gifted children.

I believe, and I can't recall exactly, I made the observation at that time that a fairly recent meeting with the Ontario School Trustees Council led me to understand their concern was that within a reasonable time frame—three, four, five years, whatever it is going to be—they could probably meet the needs of those children who had learning disabilities. But it was their perception that even within that kind of time frame they could not meet their understanding, their knowledge, of the needs of gifted children.

They seem to put it at two levels. One, they had so few people who really understood how to go about resolving this need, were trained to do it, and perhaps even had the personality to deal with children like this. The second point was that the first group, the learning disabled, would take such an overwhelming percentage of the funds there would be relatively little left.

I mention that point, Madam Minister, because it seems to me that has been the history



of dealing with gifted children in this province, literally from day one. A recognition that they are there, a recognition that "we should be doing something," but the final reality is the other problems are so pressing they get shoved on to the back burner—usually with the comment, "If they are that bright, somehow they will be able to muddle through; they will be able to look after themselves."

Now, I am not alluding to the minister. I am just saying that has been the history of our dealings with gifted children in this province, for as long as I can remember. I am wondering, with that kind of background, with those comments from the trustees association, and with that kind of history, how the minister sees either this legislation or something else responding to that problem. I consider it a social problem.

**Hon. Miss Stephenson:** The definition of exceptional children we are using as far as I am concerned includes the gifted, and the responsibility will lie in both directions.

**Mr. Sweeney:** Given the comments of the trustees council—

**Hon. Miss Stephenson:** Which I have heard many times.

**Mr. Sweeney:** Yes, okay. I am sure you have. I don't pretend I am telling you anything new. Do you have a personal impression, a personal belief—

**Hon. Miss Stephenson:** I am not sure that is fair—

**Mr. Sweeney:** —belief may be the word I am looking for, that it will happen?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** I think we have all experienced the beautiful statements in print, but then we watch year after year after year, and despite good intentions and real interest, it just does not happen.

**Hon. Miss Stephenson:** I have to say, Mr. Chairman, through you to Mr. Sweeney, I believe the apprehension expressed by one group of the membership of the troika is not in any way shared by the other two groups. Knowing that, I am convinced the intention to carry this out will bear fruit.

**Mr. Sweeney:** What kind of feedback has the minister been getting, just as long as you have been minister, with respect to parental concerns and society's concerns in general about our lack of providing the additional help to our special kids.

**Hon. Miss Stephenson:** I am appalled that there is no greater concern expressed than there is. For example, if I were to compare the numbers of letters related to the prob-

lems of dyslexics and those related to the problems of the gifted, the numbers of letters regarding the gifted is abysmally small. I find that worrisome.

There is an active group, as you know; and there are other parents not belonging to that group who have registered their concern through the usual channels of communication. But certainly very many more worry about those who have learning disabilities.

**Mr. Sweeney:** Have the officials in the ministry or in the government come to any consensus about the problem of dealing with the gifted in the segregated fashion versus the integrated fashion? I know that is a broad question in special ed.

**Hon. Miss Stephenson:** I think we have come to a consensus within the ministry. We may have to do a little selling job with some others.

**Mr. Sweeney:** Would you share with us your reasons?

**Hon. Miss Stephenson:** I can share my personal opinion with you.

**Mr. Sweeney:** That is important, given that you are the minister; I am sure that influences the deputy from time to time.

**Hon. Miss Stephenson:** We don't even mention that. It has less effect on the deputy than it has on some others, I'll tell you.

**Mr. Bounsall:** Now we know what goes on.

**Mr. Sweeney:** Those PhD types cannot understand these things.

**Hon. Miss Stephenson:** I keep telling you that great arguments go on. You don't believe me, but they do.

**Mr. Sweeney:** We are beginning to wonder who wins, that's the problem.

**Mr. Bounsall:** Can I sit there for a few days?

**Hon. Miss Stephenson:** I am sure you are aware there are times when the obvious lack of pedagogical superiority is demonstrated. Therefore you know who wins, since I am the person who lacks it.

**Mr. Sweeney:** There has never been in this province, and likely never will be, unanimity among educational professionals.

**Hon. Miss Stephenson:** I would agree that in most instances there has not even been a consensus about what should happen in education. None the less, I will share with you my personal concern.

I am really apprehensive about the total segregation, in the public system, of the

gifted from the remainder of the school population; I am not sure of the rationale for this or the validity of it. There is no doubt in my mind that extra stimulation could be provided on some regular basis by programs which would take the children out of the regular classroom so they would get that kind of extra leadership, and so on, which they require in order to develop their capacities more fully.

But I really have concern about the lack of stimulation in the classroom, and the absence of the sense of social responsibility in the gifted towards those of us who are run of the mill, which would be caused by taking out all of the gifted. Therefore, I would be looking at a program which would provide a great deal of regular classroom give-and-take for the gifted in the company of their more normal counterparts, in conjunction with an enrichment program or a withdrawal program—whatever you want to call it—which would help them to develop the extra capacity they have. Total segregation worries me.

**Mr. Sweeney:** Given the average elementary school classroom loading across this province of 28, 29 or 30, which I don't think is very atypical—I mean classroom loading, not pupil-teacher ratio—do you have a genuine sense that what you just said should take place will take place? That the gifted will be part of that?

**Hon. Miss Stephenson:** Yes. To use a McKeoughism, in the fullness of time that is what will happen. It is happening now, as you know, in certain board jurisdictions with very beneficial effect. I am also aware there are some boards looking seriously at the very real possibility of total segregation.

I suppose it is important to have experience with both methods to compare in the long term the results of both. I have shared with you my apprehension about the possibility of total segregation or the results of total segregation. In spite of my apprehension, there are boards already on that course which I think will pursue it, at least in part of their program.

4 p.m.

**Mr. Sweeney:** Along the lines you just spoke of, I wonder if you could respond to an opinion expressed by William Parish, the director of education for the board of education for the borough of Scarborough. It is the area from which the former Minister of Education came. I understand Scarborough does have a number of programs for gifted children. He predicted that

"Programs for the gifted, especially in Scarborough, couldn't last long if cost sharing under the Metro public board is abandoned, as suggested earlier this year by John Robarts, who headed a royal commission on the structure of Metro Toronto government."

It is my understanding the ministry and the government have no intention of doing that. What would prompt him to make that comment?

**Hon. Miss Stephenson:** I believe the provision for weighting for extra funding for the gifted in any responsibility or activity would probably be devoured by other mechanisms if the provision of some means of sharing the total resource base were not in place. I do not know when Scarborough is going to have the same kind of industrial base as, for example, the city of Toronto. It probably will never happen. It should be almost equal to North York now which should give them some assistance in this area.

I think he was really concerned that if that mechanism of sharing the total resource base were not available to him, the financial means for maintaining the program for gifted children which they had developed would disappear in the concern which is expressed for the other exceptional children.

**Mr. Sweeney:** You do not see that actually happening.

**Hon. Miss Stephenson:** I think there is a potential danger of that happening. I recognize the concern which some members of the Ontario School Trustees' Council have expressed and that does provide a slight barrier to the open acceptance of any plan for dealing with that exceptionality at the other end of the scale. I believe the fact it has been clearly, freely and openly discussed among the three members of the partnership will, with our support, ensure that those programs for the gifted are developed and maintained. I think it is essential.

As I said to you last year, one of the things we fail to do in this country—not simply in this province—is to exploit, in the best sense of the word, the superior intellectual capacity of the small number of our population who possess it.

**Mr. Sweeney:** It is my understanding, Madam Minister, that we are probably talking of three or four per cent. The expectation would be that if they were given the additional stimulation the advantages, the payoff to society, would be phenomenal.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** I would have to agree with those groups in our society who say it is the

kind of investment we should genuinely be looking at.

As I mentioned briefly earlier, there is another aspect of it. There is a perception—how widespread it is I am not sure, but I have heard it many times and I am sure you have as well—that somehow or other the gifted will make out no matter what, simply because of their superior intelligence.

**Hon. Miss Stephenson:** That's not true.

**Mr. Sweeney:** The evidence would seem to show it and I wonder whether you have any statistics to back it up. I have another comment here from Ruth Banks, who is the supervisor of gifted programs in Scarborough. She makes this observation. "The drop-out phenomenon has been documented by several studies showing that gifted children drop out at a rate anywhere from three to five times greater than their distribution in the population."

Do you have any records to show that happens in Ontario? She does not identify what the studies are, so I don't know.

**Hon. Miss Stephenson:** I think I am aware of the studies to which she is referring and I am not sure those figures are accurate. From the information I have read, there is an even greater possibility for some of the gifted, who find the secondary school program less than totally relevant to them, to have a greater temptation to drop out and not to achieve their potential. I believe that does happen.

I don't have any accurate figures at this point. I think we have some within our documentation which would be supportive of that thesis, whether the figures would match those or not.

**Mr. Sweeney:** In addition to your obvious understanding of the problem reflected in today's discussion, how strong a case would have to be made to you to persuade either yourself and/or your cabinet colleagues that—given that we are talking of a fairly small percentage of the school population—it would be well worth while to make highly specialized funds available to assist these children?

I get the impression that in the total North American phenomena we are about the only place that seems to be so afraid of doing something special for our best people. You know: "You can't be an elitist. You can't make special provisions. You can't do this." Yet in many ways we make special provisions for other groups. We simply recognize that those groups have a need and that we have to provide for them whether we are talking about abused children or single parents or whatever.

**Hon. Miss Stephenson:** An important part of what we are proposing in the responsibility legislation is the identification of need, the identification and means for the development of an appropriate program and the inclusion of that exceptionality totally within the program.

Probably the most important matter in considering the way in which we deal with this problem in Ontario is the divided responsibility under the Education Act for the delivery of educational programs—the responsibility of the provincial government and the responsibility of the locally elected board.

Mind you, there is a way out of that but I'm not sure it is the most popular or acceptable in terms of any one of my fellow members of the Legislature or those who would be directly affected in the local areas.

**Mr. Sweeney:** Conditional grants.

**Hon. Miss Stephenson:** Conditional grants were the mechanism used in the past and the locally elected people persisted in saying: "Look, you're dealing with us as if we are infants. We know as well as you the needs of our local area and therefore the grants should not be conditional. They should be unconditional with weighting factors based on our experience." That is what has happened.

The mechanism we developed for funding education was developed in the light of growing enrolment and an expanding field. One of the things that is absolutely essential at this stage of the game is whether that mechanism is fully appropriate now. It is a question we have raised and which is being addressed within the ministry and within the advisory council on school financing. Whether there should be a return to that kind of mechanism is something I would be very willing to look at.

**Mr. Sweeney:** Let me take it from the same point but in a slightly different direction. It's long been said that what we encourage through our various funding mechanisms in our universities and colleges is at least in part an attempt to achieve some of the provincial priorities. There are certain things we want to see happen and therefore we introduce mechanisms to encourage them to happen. Could it not be—

**Hon. Miss Stephenson:** That's a much more direct mechanism at the community college level than it is at the university level.

**Mr. Sweeney:** Okay, use that as an example.

**Hon. Miss Stephenson:** You tell the Council of Ontario Universities that I'm encouraging them to do something through our fund-



ing mechanism and they will immediately tell you where to go, because they still believe they make the decisions based upon their understanding of what our society needs and what should be done within the university community.

4:10 p.m.

**Mr. Sweeney:** Surely the minister would admit that if there is a provincial, social, economic, whatever kind of priority, mechanisms can be put in place to enhance the likelihood of some action being taken to meet that?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** In the light of what you said a few minutes ago about the shared responsibility between the ministry and the local board, couldn't the same kind of enhancement incentive mechanism be put in place if it became a provincial priority—one of several, but nevertheless identified as a priority—that we are not going to waste these human resources?

**Hon. Miss Stephenson:** Mr. Sweeney, that is what we have done in a number of areas in the past. You are suggesting we could go the conditional grant route, which has been rejected by the locally elected people, or we could pursue the weighting factor route, which is the one we have used in most instances to real advantage for the priorities which have been established provincially.

I'm not going to say it's perfect because I don't believe it is. I do believe that most boards—not all of them—have used those factors responsibly.

**Mr. Sweeney:** I guess my frustration is that this always seems to be put on the back burner.

**Hon. Miss Stephenson:** No, it's not on the back burner. I can tell you that.

**Mr. Sweeney:** You seem to be able to rationalize it away and it's a waste.

**Hon. Miss Stephenson:** It's not on the back burner; it's right up front.

**Mr. Sweeney:** It's such a waste.

**Hon. Miss Stephenson:** In the weighting factor activity we certainly have encouraged French as a first language, French as a second language, and special education. There's no doubt about it, because I'm sure that boards would not have become involved without that weighting factor which has been introduced. Some of them, not all of them, have done a superb job.

We still have a conditional granting mechanism which, I suppose, one would have to look at. That's the heritage language program,

which is less a weighting factor than a direct conditional grant.

**Mr. Sweeney:** I will continue this when the new legislation comes in.

**Mr. Bounsall:** I still have some questions of clarification in some of the areas we have already discussed. On the legislation, did I understand the minister to say the last hurdle has been overcome?

**Hon. Miss Stephenson:** Tomorrow.

**Mr. Bounsall:** Will it be settled tomorrow?

**Hon. Miss Stephenson:** Yes, it's not really a hurdle. It's just finalizing it, that's all.

**Mr. Bounsall:** Finalizing it. Does that involve a policy decision or does it mean just the wording?

**Hon. Miss Stephenson:** It's a policy decision.

**Mr. Bounsall:** You then cast it in legislative terms and the bill is ready to come in. Are we looking at before the end of this week?

**Hon. Miss Stephenson:** Yes. Pray a little, will you? We will join Mr. McKessock next Tuesday morning—is it Tuesday morning?

**Mr. Sweeney:** Oh, yes.

**Mr. Bounsall:** You can't see any reason why there would be a policy decision holdup beyond tomorrow? You can't envisage that further thoughts or discussions will be needed as a result of—

**Hon. Miss Stephenson:** If it got through today it should certainly get through tomorrow.

**Mr. Bounsall:** Okay, I'm still not clear in several other areas from the discussion that has taken place on the schedule of implementation, the mechanism of the implementation and the funding.

**Hon. Miss Stephenson:** I should be very pleased to clarify all that for you with the introduction because it requires a very clear presentation. I hope that will be Thursday or Friday.

**Mr. Bounsall:** Without getting into all the detail on that, I have just three questions in each area. When it starts to be implemented this year, is it to be on a pilot project basis with some boards, or is it to be more widespread than that?

**Hon. Miss Stephenson:** I would not call it pilot at all. I suppose it might be considered to be on a project basis, but it's a very widely disseminated project basis.

**Mr. Bounsall:** Does it depend upon the board's initiative in applying for funding for these projects?

**Hon. Miss Stephenson:** One of the things we did was suggest that boards might be interested in participating and the response was marvellous, to say the least. We were selective in our approach to the areas because we wanted to make sure that every specific characteristic, unique or otherwise, which needed to be examined could be examined in the program we established in the first year.

**Mr. Bounsall:** You cover every aspect of the program you can imagine some place in the province, mainly as a result of—

**Hon. Miss Stephenson:** Every potential problem as well.

**Mr. Bounsall:** Every potential problem, as a result of responding to submissions which the boards have by this time already made to the minister.

I don't want to pick out a particular area, although the gifted child is one of them, but in that area or others will there be more than one board running projects?

**Hon. Miss Stephenson:** There will be examination and assessment of needs and resources specifically for that group as well as any other group in the early part of the first year, and then the development of plans for the establishment of programs to meet those needs.

**Mr. Bounsall:** But you would be working on similar problems and need areas in—

**Hon. Miss Stephenson:** In very diverse parts of the province.

**Mr. Bounsall:** —diverse parts of the province answering diverse proposals to meet that particular need.

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** As a result of what goes on in the course of that first year do you figure you will be in a position to be able to fund every project that comes in?

**Hon. Miss Stephenson:** Begin the implementation of projects.

**Mr. Bounsall:** Province wide?

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** Here again we are caught in a bit of a time squeeze. At what point would your analysis of what's going on be complete? Rather late in the year, or this time or at the end of the school year in June?

**Hon. Miss Stephenson:** In some instances I'm sure it will be complete within the first five or six months, maybe four months. In some instances it will not be possible to

complete it because of the size and scope of the problem.

**Mr. Bounsall:** My concern is—I don't know how you can avoid it—will we be in a position for September 1981-82, for example, of not knowing in many areas what projects should be funded, or put in other terms, in what way they should be—

**Hon. Miss Stephenson:** Oh, we will know the projects that should be funded.

**Mr. Bounsall:** Because you have made that decision.

**Hon. Miss Stephenson:** We may not know all of those that should not be funded at that point.

**Mr. Bounsall:** Would there still be some uncertainty—

**Hon. Miss Stephenson:** There will not be certainty province wide by that time, no.

**Mr. Bounsall:** What is the target date in the ministry's mind with respect to being able to fund to the boards totally their special education projects?

**Hon. Miss Stephenson:** We don't have a target date because of the fact we are continuing funding of special education constantly and it will be additional.

**Mr. Bounsall:** I think you have answered my second question which was really the mechanism. Is this primarily submission by the boards of their projects to the ministry?

**Hon. Miss Stephenson:** At this point, at the beginning? No, I think we are probably on the wrong road at the moment and it would probably be best if we left that question for total clarification at the time of introduction.

**Mr. Bounsall:** You can see why I asked it because it would have a real effect on the Metro situation. If it is a board project I assume one is talking about an individual board project and the approval and funding for that would not go through Metro, but directly to the board involved. Would it be fair to say that, if it was a particular project?

**Hon. Miss Stephenson:** Not necessarily.

**Mr. Bounsall:** Would you anticipate a mix for Metro?

**Hon. Miss Stephenson:** Not necessarily.

**Mr. Bounsall:** Not necessarily. Would that be clarified by the statement?

**Hon. Miss Stephenson:** I hope it will be clarified fairly well by the statement. It won't be crystal clear as a result of the statement with the introduction of the legislation.

**Mr. Bounsall:** I don't know what to do with that one, other than discuss it with you after the legislation comes in.

**Hon. Miss Stephenson:** I'm sorry. I apologize that it has not been possible to introduce it but as I said there was a rather important matter that had to be clarified and that has taken some time.

**Mr. Bounsall:** That is rather unfortunate because I think in this milieu we could have found out a lot of the points which would have been helpful, not only to us, but to some of the boards that would be interested.

**Hon. Miss Stephenson:** We shall have the opportunity to discuss that again in this milieu in the preliminary portion of clause by clause. 4:20 p.m.

**Mr. Bounsall:** In the estimates before us we are not getting close to speaking to the funding for this because the funding for the special education grants has actually gone down. Is it because the funds to support this program are under various other votes and even under the Ministry of Colleges and Universities? Is that correct for the teacher training and all this?

**Hon. Miss Stephenson:** Yes, much of it is under the regional services special activity.

**Mr. Bounsall:** I see. What do you estimate to be the rough total of the expenditures that one would call special education that occur throughout the various parts of these votes?

**Hon. Miss Stephenson:** I think we have a ball-park figure somewhere but I don't think we have done that specifically at this point.

**Dr. Benson:** One hundred and thirty million dollars through the general legislative grant.

**Hon. Miss Stephenson:** Through the GLG—

**Dr. Benson:** That would be the additional amounts for special education.

**Mr. Bounsall:** Are the \$130 million additional amounts?

**Dr. Benson:** Additional amounts that represent the excess costs. That is not the regular per-pupil allocation. If one includes the regular per-pupil allocation for the pupils in special education programs, the services are significantly greater but the additional amounts over and above what we would allocate for all pupils in the school system represents \$130 million.

**Mr. Bounsall:** One hundred and thirty million dollars of new money expenditure in this particular year to implement the program?

**Dr. Benson:** No, that is the ongoing expenditure.

**Mr. Bounsall:** That's the ongoing one.

**Hon. Miss Stephenson:** Additional expenditure.

**Mr. Bounsall:** The ongoing additional expenditure on a year basis for this year, \$130 million.

**Hon. Miss Stephenson:** That's just the GLG portion. That is just the weighting factor in addition to the per-pupil grant.

**Mr. Bounsall:** Did that come from an increase in the weighting factor for special education? How did you arrive at what you identify as \$130 million?

**Dr. Benson:** Of that additional \$130 million approximately \$114 million is allocated for us through the weighting factor mechanism for special education. In addition to the \$114 million through the weighting factor for special education, we have direct payments to school boards through the GLG for direct provision of services for students who are the responsibility of the ministry, and where school boards place teachers in institutions and the cost of those teachers is reimbursed by the ministry.

A combination of these programs totals \$130 million.

**Mr. Bounsall:** But \$114 million is through the GLG, so then the difference between that and \$130 million is the—

**Dr. Benson:** It's all through the general legislative grant in this case. In addition to the moneys through the general legislative grant there are the direct services that are provided through the schools for the blind, the deaf and so on—

**Mr. Bounsall:** I just want to be clear if that's an additional \$130 million this year over what was there last year.

**Dr. Benson:** No.

**Mr. Bounsall:** What is the difference?

**Dr. Benson:** The difference would be approximately \$20 million. For example, the weighting factors have increased from \$95 million to \$114 million and the programs under what we refer to as sections 27 and 28 of the regulation, the cost of educating pupils would have increased approximately 10 per cent. The total increase would be roughly \$20 million over the amount allocated in 1979.

**Mr. Bounsall:** Is a certain proportion of that a startup cost that one would not see repeated some years down the road when it is well understood it is working well across the province? Or is that the base figure to run the program that one would see being built on as costs increase from year to year?

**Hon. Miss Stephenson:** I think one would consider that the base.



**Dr. Benson:** Yes, it's an ongoing operating expenditure which would occur on a yearly basis.

**Mr. Bounsall:** It is really a low base, because as the various difficult areas, special education areas, are tested in this coming year, those programs will become more widespread within the boards. That base will increase over the next two or three years.

**Hon. Miss Stephenson:** Undoubtedly.

**Mr. Bounsall:** We look forward with interest to that legislation and to the discussion on it, clause by clause, in the presentations when we get there. It is probably profitable at this point to wait until all that occurs.

Item 10 agreed to.

On item 11, special projects:

**Mr. Sweeney:** Mr. Chairman, I have only about three short questions. If I could direct the minister's attention to page 82 of the briefing book, under "Areas of Responsibility." The first one refers to Circular 14. How closely does the ministry evaluate how closely the boards and schools follow Circular 14? There are two "how closely" in there.

**Hon. Miss Stephenson:** The provincial review obviously gives you an indication of the information we have been able to develop related to the adherence to Circular 14 and the ongoing regional office activity. It gives us yet another indication.

**Mr. Sweeney:** I pose the question, Madam Minister, because the Canadian Book Publishers' Council or some group such as that have indicated their sales records would seem to show that boards are continuing to buy multiple copies of textbooks which have long been delisted from Circular 14.

**Hon. Miss Stephenson:** What, this year?

**Mr. Sweeney:** I don't know how extensive that is, but that is the impression I have been given and I wonder what mechanism you have to find out if that is happening?

For the minister's information, at one point the boards used to have to submit their sales slips. That is not required any longer. One could check quickly.

**Hon. Miss Stephenson:** It seems to me that within the Education Act, specifically defined in the area of responsibility of supervisory officers, is that activity to ensure that the policy direction which is given by Circular 14 is pursued. If you are telling me that—

**Mr. Sweeney:** That doesn't mean it necessarily happens. I refuse to be quoted on that, but—

**Hon. Miss Stephenson:** It's in Hansard, isn't it?

**Mr. Sweeney:** We are getting a point of view and it would suggest they have sales slips to show. Is it happening or is it not? Do you know if it's happening?

**Hon. Miss Stephenson:** We are certainly being more vigorous in the pursuit of informing the boards about the deletions that have been made from Circular 14 and they are strongly advised that these are books which should not continue to be used. Whether they are removed from the shelves as rapidly as we would like to see is the responsibility of the supervisory officer. That poses a small problem at this point.

**Mr. Sweeney:** What I hear, Madam Minister, is that you don't really have a mechanism in place to assure yourself that is happening.

**Hon. Miss Stephenson:** I think we now have a form of mechanism which will give us greater indication of the enthusiasm of the boards to follow the policy. I don't think we had it before. We had the pretty careful provincial review of the matter.

One of the questions I would have loved to have asked the publishers, had I been able to be at the last meeting with them—I wondered if perhaps you didn't ask the question—was why they were still selling books that had been deleted from Circular 14.

**Mr. Sweeney:** This wasn't a public meeting, by the way. A couple of their representatives came to my office. I could only imagine that if they have them on their shelves and somebody orders them they are going to sell them. There's no law in the province that I am aware of that says they can't sell them.

4:30 p.m.

**Hon. Miss Stephenson:** There is a pretty strong cautionary note to boards in Circular 14: "The books on this list may not be used for more than two years subsequent to the current school year. Those books marked with an asterisk may not be used after the current school year." I don't think anything could be clearer than that as far as the board responsibility is concerned.

**Mr. Sweeney:** Do you have any way of investigating the difference between simply having those books around for reference purposes or whatever, and identifying whether they are actually used as the primary resource?

**Hon. Miss Stephenson:** I don't think there is any such mechanism in place—

**Mr. Sweeney:** That would create a problem.

**Hon. Miss Stephenson:** —except to rely on the production of valid information by the supervisory officers.

**Mr. Sweeney:** In my opening remarks I made reference to the section in Circular 14 dealing with readability and I think I was able to trace why I thought it was put in this year and hadn't been put in before. That's understandable.

What are your long-term intentions with that? Are we to understand that is the way in which the ministry is going to get around a very obvious problem or is that a temporary solution and in a year or so Circular 14 will have clearer directions for teachers in terms of readability levels?

**Hon. Miss Stephenson:** I think when better criteria have been established, more universally acceptable criteria related to the gradation on the basis of readability, that something more specific will be included. The criteria which have been established thus far are not universally accepted. Some of them are valid but need to be considered in conjunction with a number of other factors. I think more work really needs to be done in that area, which is one of the things we are attempting to do.

**Mr. Sweeney:** Okay, has the study I referred to been made known to the publishers so in terms of their actual writing, more reference could be made to it?

**Hon. Miss Stephenson:** I would have to ask Doug Penny.

**Mr. Sweeney:** How widely has that thing been distributed, or will it be distributed, or what are you going to do with it?

**Hon. Miss Stephenson:** I don't think it has been distributed particularly widely, but I am not sure at this point whether the publishers have been made aware of it.

**Mr. Sweeney:** Given the particular circumstances, they would seem to be a natural ally in beginning to resolve that problem.

**Hon. Miss Stephenson:** That is a very good suggestion that the publishers themselves have an opportunity to look at that specific study which I think would be of help to them. I think much more needs to be done. Whether we should do all of it I am not prepared to say at this point. I think we have a responsibility to pursue certain other factors as well.

**Mr. Sweeney:** A little farther down there is a reference to the co-ordination of school-

to-school twinning projects. Given the debate of last week, a number of us made reference to the fact that one of the ways in which we could begin to bridge some of the obvious gaps between our two linguistic groups is to have more exchange groups of greater duration.

Is there any intent along this line? What explorations have been made between Quebec and Ontario? Are any funds being predicated on that? Where are you at with that?

**Hon. Miss Stephenson:** The Bilingual Exchange Secretariat, with which we co-operate fully and to which we provide funding, is responsible for the Quebec-Ontario specific exchange programs and they have not been decreasing in number. From my reading of the projects that come through there has been a significant number.

In 1979-80 there were 2,250 students and it is projected that in 1980-81 there will be about 3,000 students involved specifically in twinning. In bilingual exchange in 1979-80 there were 4,000 students involved and it's projected that in 1980-81 there will be 5,000. That means that in 1980-81 there will probably be about 8,000 students involved in exchanges between Ontario and Quebec, part of them through the Ontario-Quebec twinning and part of them through the bilingual exchange program.

**Mr. Sweeney:** Considering that we have just slightly under two million students in the province—

**Hon. Miss Stephenson:** One million, seven hundred thousand.

**Mr. Sweeney:** Even 1.7 million is still—

**Hon. Miss Stephenson:** That's a considerable drop from about nine years ago, as a matter of fact, when we had more than two million.

**Mr. Sweeney:** The only reference I am making is that even with 3,000 or 4,000—

**Hon. Miss Stephenson:** One of the problems is the capacity of Quebec to absorb students because they are doing twinning and exchanges from nine provinces. Although I think we consume the bulk of the absorptive capacity, we can't take all of it.

**Mr. Sweeney:** Is there an indication of greater interest and desirability for this program than we are able to meet or are all the requests met?

**Hon. Miss Stephenson:** I can't tell you whether all the requests for the school twinning program are met.

**Mr. Sweeney:** Excuse me, Madam Minister, so I will understand. What does twinning mean in your definition? What do you mean by twinning?

**Hon. Miss Stephenson:** The definition is there on the twinning project thing, isn't it?

**Mr. Sweeney:** I just want to be sure we're talking of the same thing.

**Hon. Miss Stephenson:** A class in an Ontario school is twinned with one in Quebec and they exchange correspondence, pictures, films, tapes and visits.

**Mr. Bounsall:** That's really what my question was, a point of clarification on exactly what that twinning was.

In what way does the exchange work? This is a student for student exchange, is it?

**Hon. Miss Stephenson:** We provide assistance to organizations which help to encourage whole classes to exchange experience within Ontario and Quebec. The Bilingual Exchange Secretariat, Visites Interprovinciales, French assistants, that sort of thing, are a part of that program.

**Mr. Bounsall:** So this is a class exchange rather than a school exchange and it is not an individual student exchange?

**Hon. Miss Stephenson:** Twinning is classroom to classroom.

**Mr. Bounsall:** You are talking about twinning a classroom.

**Hon. Miss Stephenson:** No, there are entire classes exchanged on the bilingual exchange program as well, but twinning has a preliminary program of exchange of information. The projects of the kids in the class are exchanged so they get to know one another before the actual physical exchange of students takes place. That's the one for which we have a great deal of responsibility and we do assist in the other through the bilingual exchange program.

Imperial Oil Limited and various other firms have exchange programs which they fund. There are a number of sources which schools can take advantage of to accomplish bilingual exchange programs in Ontario, but these are those in which we participate directly.

4:40 p.m.

**Mr. Bounsall:** And the classroom exchange is when entire classrooms would exchange. Is that for a rather short period or is that—

**Hon. Miss Stephenson:** It's usually about a week in most instances.

**Mr. Bounsall:** Is the bilingual exchange somewhat longer? Do they actually go down and enter the school for some period of time?

**Hon. Miss Stephenson:** They usually turn out to be about a week as well. There are certain of the Visites Interprovinciales which are longer than that. They are small groups, not necessarily whole classrooms but those who have evinced an interest within the class.

**Mr. Bounsall:** Is there any program in which it's much longer than a week, in which the students go down and exchange places in the classroom for a month or two as if they were normal students?

**Hon. Miss Stephenson:** Not at the elementary-secondary level within the school year that I'm aware of.

**Mr. Bounsall:** Is that something we're working towards or it's desirable to work towards?

**Hon. Miss Stephenson:** That's being done beyond the secondary school level and using various mechanisms such as the exchange program which the provincial governments of Ontario and Quebec are involved in. Student employment, for example, involves groups of individual students who go to work for the provincial government of Quebec from Ontario and the same here.

The funding of that kind of individual exchange can be accomplished through other mechanisms than those which we have responsibility for at the present time.

**Mr. Bounsall:** That was the end of my supplementary.

**Mr. Sweeney:** One last question, Mr. Chairman: Reference is made to the Experience '80 program and other student summer employment programs. I understood from one analysis of the budget that there would be approximately \$1.7 million less allocated to the entire summer job funding this year. Is that reflected within your ministry? I can't find any comparative figures in your background paper.

**Hon. Miss Stephenson:** I don't think there is a reduction this year within our ministry.

**Mr. Sweeney:** All we have on page 82 is a reference to it but I can't find any figures.

**Mr. Bounsall:** On page 89, under the Experience '80 program, it does show a reduction. It's under a separate vote.

**Mr. Sweeney:** Yes, I've got it.

**Hon. Miss Stephenson:** Twenty-nine thousand dollars.

**Mr. Sweeney:** That's what I was looking for. I didn't find that.

**Hon. Miss Stephenson:** The budget is not established by us, as you know. It's established by the Ontario Youth Secretariat.



**Mr. Sweeney:** Yes, I appreciate that. Given the obvious continuing needs, in what way will this impact upon your ability to offer programs? What proposals were you looking at that will not be met?

**Hon. Miss Stephenson:** I am not sure there was any specific proposal we were looking at that we're not going to be able to meet. I would anticipate it will simply be a reduction of a small number of possible summer replacements, of 1,000 person hours, of how many people during—

**Mr. Sweeney:** I think the minimum is four weeks, is it not?

**Hon. Miss Stephenson:** I don't think we have had anyone with the minimum of four weeks. They've all been longer than that.

**Mr. Sweeney:** In order to qualify I think there's a minimum time of four weeks. What in general is the nature of Experience '80 programs through your ministry?

**Mr. Chairman:** Mr. Sweeney, that's actually item 13. We haven't quite got to that.

**Mr. Sweeney:** I'm sorry, I'll come back to it.

**Hon. Miss Stephenson:** It's not part of special projects.

**Mr. Sweeney:** I thought it was listed under special projects and I didn't appreciate that. That's why I missed catching the figures.

**Mr. Bounsall:** There's an ambiguity here. The administration cost is under this vote, as an expenditure presumably, and the budget for the actual students is not.

**Hon. Miss Stephenson:** Yes, it's under Experience '80.

**Mr. Bounsall:** We just have the balance sheet on that. Do you have any administrative costs, who decides on the staff and who gets hired for the programs?

**Hon. Miss Stephenson:** Yes, there is a selection program for personnel—

**Mr. Bounsall:** Is it shown here the development of which programs would be most useful to run and so on? So the detail—

**Hon. Miss Stephenson:** —and the places in which the student is likely to gain most experience which would be useful to the student as well.

**Mr. Bounsall:** I just gather from the funding there was a cutback in the programs this year vis-a-vis last year.

**Hon. Miss Stephenson:** Twenty-nine thousand dollars as far as we are concerned.

**Mr. Bounsall:** I am talking about program rather than funds. The numbers were cut, I

gather. Was there a program that was not useful that was cut?

**Hon. Miss Stephenson:** I am not at all sure that the total number was cut. I am not sure it was increased this year. I would have to clarify that for you because I am not sure about it.

**Mr. Bounsall:** I don't have many questions. Much of the material covered in this vote we covered under discussions in other votes as we wandered into the area. What do you do in the second language monitor program which is administered here?

**Hon. Miss Stephenson:** The second language monitor program is a program which is under the aegis of the Council of Ministers of Education, Canada, funded primarily by the nonformula allocations provided by the federal Secretary of State's office. It provides for experience for language students to monitor classroom education within that language program. It provides them with rather full experience in the area of teaching language.

We have a brochure which, I think, would explain it fairly clearly to you. We administer the program through the special projects branch on behalf of Ontario's participation in the CMEC activity.

**Mr. Bounsall:** So what do we have? The cost of a brochure and the cost of some administrative—

**Hon. Miss Stephenson:** No, the administrative activity which is required to ensure that it continues to function.

**Mr. Bounsall:** One other point. One gets this throughout government, but in this ministry one carries around so many initials to identify programs and groups that one tends to forget some of them. On the individual balance sheet on page 83, under services, it says, "Decrease due to reduction in LMDP." Am I supposed to know what LMDP is, or do I know it and have just forgotten?

**Hon. Miss Stephenson:** Learning materials development plan.

**Mr. Bounsall:** Learning materials development plan. It just requires less development in that area this year?

**Hon. Miss Stephenson:** We have spent a great deal of effort and funds in this direction over the past several years. When we were looking into modifications we might make in the budget we looked at this one and decided that, considering the activity that had gone on in the past, we were catching up pretty well and probably did not need to direct as much this year.

**Mr. Bounsall:** That is quite a reduction; that program has been reduced by roughly a third. I gather you are saying you are in pretty good shape then.

**Hon. Miss Stephenson:** We still have lots of suggestions which come in from those who would like to produce the materials, I can tell you. The number sometimes is a bit overwhelming. I have a look at them with some regularity and some of them look kind of airy-fairy to me, but none the less I think careful selection is made of the projects that will be funded. We funded 42 last year out of 189 suggestions that were made.

**Mr. Bounsall:** I can see from your comments this would be one of the major areas in which you disagree with the deputy minister. No? You also want to cut out the airy-fairy ones? Oh, both hard liners in this regard.

**Mr. Sweeney:** Mr. Chairman, before you leave, can I ask one further question? I don't see it listed under special projects, and we have only had one reference to polls and surveys and things like that—the one on attitude for the Ontario Institute for Studies in Education. Is this where it would be included if you did take polls or surveys?

4:50 p.m.

**Hon. Miss Stephenson:** No. We haven't done any, but it would not be under this. It would be under our research program, I think.

**Mr. Grande:** You haven't done any polls?

**Hon. Miss Stephenson:** No. We participated in the very early part of 1979 in a multi-provincial Gallup poll related to attitudes regarding education, which was also carried out in the United States. But that is the only one in which we have participated. There are no others.

Item 11 agreed to.

On item 12, provincial support for elementary and secondary education:

**Mr. Bounsall:** This one is only for \$2.1 billion; we could probably carry it immediately.

**Mr. Sweeney:** Yes. It won't take very long to do this one.

The minister will recall that there was considerable reference to this in our opening statements.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** We will try not to repeat too much of it. But subsequent to that opening statement, there was a fairly extensive brief released by the trustees' council which the minister very quickly rebutted; she compared

her figures with the trustees' council figures. I have that in front of me now.

The main difference appears to have been the additional \$35 million to facilitate "the introduction of the new assessment equalization factors," to use the minister's words.

When this extra subsidy was announced we were given to understand there would be a five per cent limitation by which assessment could either increase or decrease for both education and general municipal purposes. I thought I understood you to say, either in your opening statement or in something else since then, that your subsidy will cover the full difference. Am I correct? In other words, home owners will not have to pick up even the five per cent?

**Hon. Miss Stephenson:** No, I don't think that is correct. The one thing we have tried to do is to make sure the amount provided through the general legislative grant would not be less than the apportionment, which would not result in an allocation less than the 1979 allocation.

**Mr. Sweeney:** Okay. I think we are saying the same thing basically, because my understanding was—

**Hon. Miss Stephenson:** The five per cent in the other direction is—

**Mr. Sweeney:** Do we have the same understanding? The Minister of Revenue (Mr. Maeck) made an announcement, once the impact of the market value assessment was analysed, that in some areas there were going to be rather wild fluctuations—30 and 40 per cent. Then he indicated a guarantee that through their subsidies to school boards and municipal councils it wouldn't be allowed to fluctuate any more than five per cent.

When you use the term "no more than 1979," that has to translate into no fluctuation at all, based upon that reassessment.

**Hon. Miss Stephenson:** No, it was only in those areas in which the increase, in spite of the five per cent apportionment, would be significantly lower than the 1979 allocation had been that we moved up to the level of the 1979 allocation.

**Mr. Sweeney:** So you are saying you may have tolerated five per cent in one direction, down, but you are not tolerating the five per cent in the up direction. That's really what it boils down to. It couldn't go up five per cent because of reassessment alone.

Of course, I am not speaking in any way to the normal increase in cost that would have occurred in any event. We are just talking about the reassessment factor.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** The second point is that in a response to your response—I think that it was Mr. Howard—

**Hon. Miss Stephenson:** Yes, Mr. Howard said this was a one-shot deal.

**Mr. Sweeney:** Yes. He not only said that—

**Hon. Miss Stephenson:** Mr. Howard is presuming.

**Mr. Sweeney:** Let's go on then. I understand that the other element in his response to your response was that in 1981 the base upon which you would build your next increase would not include the \$35 million, since this was a very special allotment for a very special reason. I don't know what words to use, but in my translation it means you would be mixing the figures by saying you will throw the \$35 million in this year but not next year. How do you respond to that?

**Hon. Miss Stephenson:** I believe it results from the fact that Mr. Howard is a very new boy. As I said before, he was presuming something for which he had no factual basis.

**Mr. Sweeney:** I think most of us have a pretty clear impression from the Minister of Intergovernmental Affairs (Mr. Wells) and the Minister of Revenue that this subsidy is certainly intended to be only a one-year shot. Now whether, in fact, it becomes—

**Hon. Miss Stephenson:** Subsidy?

**Mr. Sweeney:** I don't know what else you can call it. It's money that is going to flow from the provincial government into the local municipalities and school boards to make up for what otherwise there would have been.

**Hon. Miss Stephenson:** That's not the case with the general legislative grant.

**Mr. Sweeney:** But the \$35 million is not part of the GLG; it is in addition to your normal grants.

**Hon. Miss Stephenson:** No. It is now considered a part of the GLG.

**Mr. Sweeney:** All right. Let's go one step further then. Am I correct in assuming, I think somewhat logically, that the \$35 million would then form part of the base upon which any increase would flow to the boards for subsequent years?

**Hon. Miss Stephenson:** Yes. As far as I am concerned it does.

**Mr. Sweeney:** That is correct?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** So, in other words, Mr. Howard's interpretation is incorrect.

**Hon. Miss Stephenson:** It is incorrect—understandably, I think.

**Mr. Sweeney:** Quite frankly. I would have interpreted it that way myself. The statements which seem to come from other ministers suggest that the reassessment plan should have been operating this year; it was only analysis of the impact that was delaying that for one year. Consequently, I think it would have to follow that by 1981, after the adjustments indicated by the analysis have been made, it will be operational. I don't think it is difficult to understand why someone would come to that conclusion—whether that was the intention.

**Hon. Miss Stephenson:** But that was referring, really, to the Ministry of Intergovernmental Affairs's responsibilities.

**Mr. Sweeney:** Which are different from yours.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** There was a reference in one of our local daily papers to the fact that there was a rather unusual shift in funding to the Metro Toronto board. It went from \$203 million to \$168 million last year and bounces up to \$183 million this year. I don't know whether those figures are correct or not, but assuming they are, it is a rather unusual pattern. Can you explain how it would have happened?

**Hon. Miss Stephenson:** I think I had better ask Ralph to explain.

**Mr. Sweeney:** I looked at the figures, and I can't for the life of me understand how it could have happened that way. I realize that the drop from \$203 million to \$168 million is a combination of two factors, declining enrolment and a decreasing share of provincial support. But in this year, the declining enrolment factor is still operational. Even if you hold your share at the \$51.9 million, that shouldn't account for that kind of an up-and-down motion.

Is there some way of understanding how that happened? It seems to be a little different from what is happening with other boards.

**Hon. Miss Stephenson:** We can develop a detailed explanation of that. Could we bring it tomorrow, Mr. Chairman, and give it to you? It is somewhat complex, but I think it can be fairly clearly put down on paper for everyone to understand.

**Mr. Sweeney:** That would help.

**Hon. Miss Stephenson:** There were a number of factors involved there.

**Mr. Sweeney:** It might even help the people in the Toronto board; although I am



sure they are not complaining about getting more money.

Hon. Miss Stephenson: I have not heard it yet anyway.

Mr. Sweeney: I want to make reference to a couple of other areas where something somewhat more drastic seems to be happening.

I was approached by a member of the Leeds county council about their school board having to increase their tax base by 18 mills, which is so drastic it will leave nothing for the municipal council on which to increase their tax base.

5 p.m.

I don't know whether your figures show this, but apparently this has been the situation for the last two or three years. The board increase literally has taken up so much—in the neighbourhood of 18 to 20 were the figures given to me, although I have no way of checking them—that the local municipal council simply said, "My God, we dare not put anything on."

So they have been continuing with pot-holes in the roads while the school board has been taking all the money. Of course, the school board said, when we checked with them, "We have no alternative because we are not getting enough money from the ministry."

Hon. Miss Stephenson: I believe the issue in that area is specifically related to a rather more dramatic decline in enrolment than exists generally across the province. To my knowledge, so far there has not been a very vigorous pursuit of reduction of expenditures within that board, so we cannot even begin to approximate the decline in enrolment which is occurring.

In our estimate, the mill rate increases for Leeds and Grenville for 1980 should be 11.34 for elementary and 14.6 for secondary.

Mr. Sweeney: Would you have the figures for 1979? I am trying to get at this 18 mill figure that was quoted to me.

Hon. Miss Stephenson: Yes, for elementary, our estimate last year was 17, and for secondary, 3.89.

Mr. Sweeney: I guess the 17 was the closest one. That is quite a difference for secondary—from three to 14. It makes one think that they decide to put the money into elementary one year and into secondary the next. That is a reasonable assumption to make.

Hon. Miss Stephenson: Yes, but the real problem is the very dramatic decline in enrolment in that area.

Mr. Sweeney: Do you have any way of knowing if the factors you built into this year's grant system will alleviate that problem? Or is there just no way of alleviating it?

Hon. Miss Stephenson: I think it will help in certain of the schools they operate, but I do not know whether it will make a significant difference across the board, Mr. Chairman.

Mr. Sweeney: You made reference a minute or so ago to the fact that, in your judgement, Leeds was one of those school jurisdictions that had not reduced their expenditures in some way relative to their reduction in students. Did I understand you correctly?

Hon. Miss Stephenson: Yes.

Mr. Sweeney: I recall that about a year and a half ago there was a fairly angry delegation from that general part of the province. It was not just Leeds; about three counties in that area were represented. They were critical of their inability to offer services comparable to those in many other parts of the province. They said the grant system worked against their being able to make available such things as libraries, special education—the list goes on and on, Madam Minister.

Hon. Miss Stephenson: That would be the capital grant. We did meet with a number of the eastern boards and this was related specifically to the capital grant rather than to the operating grant.

Mr. Sweeney: Would that in any way affect their ability to reduce their expenditures? Is there any relationship? I know the distinction between capital and operating.

Hon. Miss Stephenson: I would not think so.

Mr. Sweeney: Do you have any sense that they are using alternative ways of achieving the desired results, if they cannot get it through capital?

Hon. Miss Stephenson: I do not have any such information. Surely we would know.

Mr. Sweeney: In your judgement they are two distinct issues?

Hon. Miss Stephenson: Yes.

Mr. Sweeney: I have some figures here from the Lakehead board of education, whose problem I suspect is somewhat similar. They say:

"The board's entire increase in its 1980 expenditure will be borne by local taxpayers, plus an additional amount to cover an

underlevy in 1979, resulting in school taxes in 1980 of \$22.3 million—up \$3.9 million—for a dramatic increase of 21.2 per cent. An offsetting assessment increase allows the mill rate to increase by an average of 17 per cent.”

Again those are fairly dramatic increases. Would your figures show whether that is totally attributable to declining enrolment?

Hon. Miss Stephenson: I can't tell you that at this point. We haven't seen their budget yet.

Mr. Sweeney: I have reference to only three boards that are looking at figures of 17, 18, and 20 per cent. How representative are they of the increases across the province?

I just happened to come upon three by accident. I have no idea what the other 200-odd boards are doing. I know you have an average. But how many boards are in fairly dramatic situations? Is it just these three?

Hon. Miss Stephenson: I am sure we can get at least some of that information for you on the basis of those that have been submitted to us, but the average mill rate increase that we have at this point is eight per cent across the province.

Mr. Sweeney: Do you have any kind of a triggering mechanism in your computer system that alerts you when a board is significantly above that average, particularly if they are above it for more than one year?

Hon. Miss Stephenson: Ralph says it's a visual triggering mechanism.

Mr. Sweeney: Is there any requirement on behalf of staff to make note of these, in particular, to keep track of what is happening and to bring it to the minister's attention?

Hon. Miss Stephenson: They do. There does not need to be a mechanism.

Mr. Sweeney: The impression I get from a couple of these boards is that the thing just seems to go on; there is not sufficient recognition of their particular problems.

Hon. Miss Stephenson: I do not believe that is so. When specific problems have arisen we have certainly become aware of them. We have made attempts to find out why the problems are occurring and to provide the boards with some assistance, if they are willing to participate in trying to resolve some of the problems. I think we have addressed some of the concerns directly, particularly the specific problems of northern and eastern boards as a result of declining enrolment.

Mr. Sweeney: Since we have been talking about the effects of declining enrolment, I must tell you I have read your background papers that were given to us at the time you announced the new funding. Reference is made to small schools, both elementary and secondary, and I am having a little difficulty understanding just exactly what your criteria are. Could either you or one of your officials explain it in more detail?

Hon. Miss Stephenson: I am sure that Dr. Benson can do so quite clearly.

Mr. Sweeney: Precisely what is happening this year with respect to small schools, both elementary and secondary? As I said, I have your background material so I will try to follow it.

Dr. Benson: At the elementary level we define a small school as one having fewer than 20 pupils per grade and that is located more than five miles from all other elementary schools.

Mr. Sweeney: Let me just stop you right there. This is dated February 29, and the heading is, "Memorandum to Chairmen re Legislative Grants."

On page three, it says: "Factors applicable to schools with fewer than 20 pupils per grade. The factor has been improved by increasing the support for schools with fewer than 10 pupils per grade." There is my first confusion. What's the difference between 10 per grade and 20 per grade?

Dr. Benson: The support is provided where a school has fewer than 20 pupils per grade.

Mr. Sweeney: That's the initial trigger?  
5:10 p.m.

Dr. Benson: That's the initial trigger and it has to be more than five miles from all other elementary schools. The level of support increases inversely proportioned to the number of pupils per grade, so the fewer the number of pupils per grade the greater the level of support.

The level of support in 1980 was increased substantially for those with fewer than 10 pupils per grade. The level of support we had between 10 and 20 in 1979 was carried forward to 1980. The level of support for those with fewer than 10 was increased substantially. This applies in the situation of K to grade eight, so we would be talking about fewer than 90 children.

At the secondary level the improvement for 1980 over 1979 was that in 1980 we applied the factor where a board has fewer than 120 pupils per grade and is located more than 20 miles from other secondary

schools in the same language. The comparable figures in 1979 were 80 pupils per grade and 25 miles.

**Mr. Sweeney:** All right. Let me come back again then on page two of a background paper called "New Initiatives for French Language Education" and we have a small school weighting factor. I see reference here to the 120 pupils per grade, but a little bit farther down on the same page there is reference for schools with fewer than 20 pupils per grade, "The following funding levels are provided for small isolated secondary schools."

In the paragraph above it it says, "A small isolated secondary school is defined as"—do you know what I'm referring to? The heading on the page is "New Initiatives for French Language Education for 1980" and it was part of the package sent out by the minister. On page two there would appear to be two different pupil-per-grade figures and I'm having some difficulty understanding it.

**Dr. Benson:** I would assume the latter refers to the 20 miles per grade and I will get that. What page is that?

**Mr. Sweeney:** On page two. About halfway down the page under the heading B, second paragraph, "A small isolated secondary school is defined as a school with an enrolment of less than 120 pupils." Go down farther and it says, "The following funding levels are provided for small isolated secondary schools and for schools with fewer than 20 pupils per grade."

**Dr. Benson:** That would be a typographical error.

**Mr. Sweeney:** It may be a typographical error, but if you go down to the next one it says between 20 and 60.

**Dr. Benson:** Yes, that is correct. That is a further clarification of exactly how it would work and gives you an indication of how the formula would—

**Mr. Sweeney:** So that is the distribution from 120 down. There is a formula for below 20, 20 to 40, 40 to 60, that kind of thing. Is that how I'm supposed to read that?

**Dr. Benson:** Exactly. Yes, it would be fewer than 20.

**Mr. Sweeney:** Okay, I can follow that.

**Dr. Benson:** Rather than drawing the algebraic function we simply tried to describe it as fewer than 20 per grade as one level, 20 to 60, and then between 60 and 100.

**Mr. Sweeney:** I can follow that. Can you tell me in fairly simple terms what's the net

impact of doing it this way? What happens to a board, what do they actually get?

**Dr. Benson:** A board with fewer than 300 pupils, which would be 60 pupils per grade, grades nine to 13 for five years, roughly \$100,000. What we were attempting to do through small school weighting factor for 1980 was to identify the additional teachers required in order to maintain or provide an adequate program. After looking at it, and looking at the number of teachers, this \$100,000 means approximately three and a half to four additional teachers.

In developing this weighting factor for 1980 we engaged in dialogue with the boards, particularly those in the north, Atikokan, Chapleau, Manitowadge and so on, and discussed with them exactly how many additional teachers they would require in order to maintain or improve the program. We established the levels based on those discussions.

**Mr. Sweeney:** The fact that you use a mileage separation pretty well eliminates urban boards from this grant, is that correct? You use five miles for elementary and 20 miles for secondary. It's not likely that any urban board could qualify.

**Dr. Benson:** It could include the small French language school. This is 20 miles from a school of the same language.

**Mr. Sweeney:** That's true, but not English language schools. So it would appear then there is no provision in the 1980 grant structure to deal with the declining enrolment factor for urban schools. Is that a correct assumption?

**Hon. Miss Stephenson:** Specifically for urban schools? That's a reasonably correct assumption, yes.

**Mr. Sweeney:** Do you have any way of projecting the percentage of pupils in the province who would be affected by this declining enrolment factor?

**Hon. Miss Stephenson:** The number of pupils affected?

**Mr. Sweeney:** Number or percentage, it doesn't matter.

**Hon. Miss Stephenson:** I am sure that could be calculated.

**Mr. Sweeney:** It would seem reasonable to assume a very high percentage of the students in this province live in the larger urban areas. I don't know what the figure is, I'll just pull it out of the air—80 per cent. So therefore it would be correct to say the declining enrolment factor built into your grant system deals with and offers relief to about 20 per cent of the students in the province.



**Hon. Miss Stephenson:** But offers relief in the area where relief is most severely necessary, because of the distance to other schools and the fact that the school is frequently the primary focus of the community in small relatively isolated communities. Thirty-eight school boards benefit from the small isolated elementary school program.

In 1980, 295 elementary schools, 81 school boards, received support through the small school weighting factor, totalling \$5.4 million. That's an increase from the 1979 weighting factor. In 1980, 28 secondary schools of 23 school boards received support through the small school weighting factor for a total of approximately \$2.2 million. That's double the number of schools that qualified under the 1979 weighting factor.

**Mr. Sweeney:** Madam Minister, I deliberately didn't ask for school boards because I think we both recognize there are a substantial number of boards that are in very sparsely populated areas, but they represent a significantly lower percentage of all students. That's why I phrased my question the way I did.

The minister will recall, particularly during the merger discussions, there were some strong inputs made to the committee primarily from parents in the larger urban boards and, to a very heavy extent, from the Metropolitan Toronto area, about their interpretation, their perception of the effect of declining enrolment and declining funding on the quality of education as offered to their students. I gather either this was not included or the decision was made not to include this in the grant factor.

5:20 p.m.

**Hon. Miss Stephenson:** The circumstance which obtain in metropolitan or urban areas are different from those in the rather more remote sections of the province, in that the educational program may be maintained at whatever quality the board decides through the mechanism of bringing together students from various schools into one which is not inconvenient in travelling time and distance from the home base of the students. That situation is not generally in existence in the more remote parts of the province in eastern or northern Ontario.

Primarily our concern this year was with the maintenance of school programs for children as well as it could possibly be done in those areas where it appeared schools might have to close on the basis of the program which might have to be provided and which would require significant travelling time for the children involved.

**Mr. Sweeney:** Would the use of the class size figures in order to qualify for the additional funding in any way be a reflection of the ministry's own belief or attitude as to a reasonable size for a small secondary school?

**Hon. Miss Stephenson:** No. No. No.

**Mr. Sweeney:** Ask a straight answer you get a straight question.

Let me move on to another area altogether. I understand the ministry is committed to a gradual decreasing of the differential in support for grade nine and 10 in the public high schools and in the separate elementary schools. Could the minister give me any indication as to what criteria she and/or her ministry uses to come to that definition as to what the correct figures should be?

**Hon. Miss Stephenson:** As careful an assessment as possible, primarily, of the cost of providing education at the nine and 10 levels.

**Mr. Sweeney:** Do you have a sense that you have arrived at the breakdown now or are you still some way off it or do you have some figure in mind as to what you would like to get to?

**Hon. Miss Stephenson:** No, I don't have a precise figure in mind. I do not have the feeling we have arrived at the appropriate level at this point but I don't know how far off we are.

**Mr. Sweeney:** I understand, Madam Minister, it was either this year or a year ago that with respect to the budgeting process the advisory committee had indicated, first of all to your predecessor, Thomas Wells, and I think to you as well, there should be a movement toward narrowing that gap.

**Hon. Miss Stephenson:** That was to my predecessor and I'm not sure they have made any further recommendation about it. I haven't seen one from them and I am sure I have seen all the information they have developed since I became minister at any rate. I'm aware of the factor they suggested at that point. I think we have to have a careful look to see whether that is the appropriate figure or not but that certainly was their recommendation.

**Mr. Sweeney:** Do you have any kind of time line to arrive at some figure?

**Hon. Miss Stephenson:** I have lots of time lines, Mr. Sweeney. I never manage to meet all of them and whether I can meet any of them I'm not too sure.

**Mr. Sweeney:** Let me put it this way: would it be reasonable for those boards to

assume that for the next three or four years there will be a continual movement towards that, or are they going to be left wondering from one year to the next whether there will be a continuing movement? Have you given them any kind of commitment?

**Hon. Miss Stephenson:** No, I have not, because I have difficulty in making certain assumptions myself. So I would be loath to mislead anyone into the belief that there will be continuous movement in any direction; all I can promise is that I will try.

**Mr. Sweeney:** There are, in the grant system, certain givens you expect to meet each year. I gather this is not one of those givens.

**Hon. Miss Stephenson:** I'm sorry I didn't—

**Mr. Sweeney:** In the grant system there are certain givens you expect to meet each year. I would interpret your answer as meaning this is not one of those givens. It has to be reassessed each year.

**Hon. Miss Stephenson:** Yes, I think that's valid. There has to be an annual reassessment and the figure we have arrived at this year, for example, the factor we have arrived at this year is quite appropriate.

**Mr. Sweeney:** Point one three, is it?

**Hon. Miss Stephenson:** One point one three five. I can't assume that it will continue to be.

**Mr. Sweeney:** What criteria are you taking into consideration in trying to decide what that figure should be? How do you make that comparison?

**Hon. Miss Stephenson:** The primary matter is an examination of the actual cost of providing the educational program, which is the factor we look at in all areas but specifically in that area.

**Mr. Sweeney:** If it's going to be comparable, it would then be the cost of providing that program at the public school level.

**Hon. Miss Stephenson:** The ceiling at the secondary school level, of course, is based upon the average from nine to 13 but we recognize that 11, 12 and 13 are considerably more costly in all instances than nine and 10, for example. The instructional costs per pupil are certainly higher in the public secondary school program than in nine and 10 because of the availability of many more specialized subjects in the public secondary schools and the presence in those schools of some high-cost programs.

**Mr. Sweeney:** Do you have a percentage difference? You mean the 11, 12 and 13 on

average costs 20 per cent more, 30 per cent more. Do you have any figures like that?

**Hon. Miss Stephenson:** I don't have a percentage figure in front of me at this time. I think we could develop—

**Dr. Benson:** It's a very difficult situation, significantly different in each jurisdiction. What we have attempted to do is to cost out the typical grades nine and 10 programs offered in the separate school and compare that with a comparable type of program provided in grades nine and 10 in a board of education.

We looked at the board of education because the Ontario Separate School Trustees' Association presented the case that you couldn't look at the cost of the program provided in grades nine and 10 in the separate school in that there were certain cost parameters within which they were working. One would have to look at the program under the jurisdiction of the board of education to determine the normative cost.

Analysing that program is difficult to do because it's hard to define comparable programs and then to cost them out. There are variables such as the distribution of teachers, for example. They are significantly different from one jurisdiction to another which affects the cost to a significant degree, the organizational structure and so on. But in doing an analysis of the cost we arrived at a cost which is 13.5 per cent above the elementary ceiling for 1980, approximately \$1,755 per pupil.

We know in a board of education on average a comparable type of program offered in grades nine and 10 at a separate school board would cost \$1,755. The other grade nine and 10 programs, particularly the occupational programs, would be significantly in excess of \$1,755 at the grades nine and 10 level. The grades 11, 12 and 13 programs again would be higher than the \$2,154 established as the average.

This is basically the way we carried out the analysis. In no case can we state that is the definitive analysis of the issue and so on and so forth. As the situation evolves, we will have to evaluate that each year.

The other element is that at this time the average salary of the secondary school teacher based on experience and qualifications is significantly higher than the average salary for the separate school teachers in grades nine and 10. So those are basically the three elements.

5:30 p.m.

**Hon. Miss Stephenson:** That is why it is necessary to do an analysis on an annual basis.

**Mr. Sweeney:** As the salary gap closes, then the comparison gap begins to close more too.

**Hon. Miss Stephenson:** For that factor, yes.

**Mr. Sweeney:** Mr. Chairman, I am conscious of the time. I will stop at this point.

**Mr. Bounsall:** It is tempting to discuss the whole estimate under this particular vote because it could all come in, I am sure. But I will not repeat what I said in my opening remarks about the percentage increase in the grants to elementary and secondary. They should have been higher and the gap between them should be decreasing not only in percentage terms but in absolute-dollar terms. We could go on on that subject for quite some time.

I was interested in the analyses that were made here. I look forward to some more work on that in the future and some questions on it.

Let me ask two specific questions on the vote. Now that you have terminated the debenture funding under the Ontario Education Capital Aid Corporation, will all of the direct capital costs for each year come directly in the budget, for the full cost of the construction?

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** I gather that would increase those costs on a yearly basis over and above retaining the debenture funding method through the capital aid corporation. Is that correct? The total cost would be more for the projects because you have debentured it, but the yearly cost would certainly go up at this point.

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** And it would go up rather significantly, I suspect.

**Hon. Miss Stephenson:** Depending upon the activity, yes.

**Mr. Bounsall:** Is it because you have arrived at the situation where the capital expansion—and I assume renovation comes under capital—is such that the expenditures are so small you can afford to do it all in one year rather than using the debenture method? We are not building new schools at the rate we have been.

**Hon. Miss Stephenson:** Not at that same rate, no.

**Mr. Bounsall:** Very few at all.

**Hon. Miss Stephenson:** I cannot tell you whether that is so or not, because the pro-

posal to move to that change in the funding mechanism was developed before I became minister and the activity related to it was simply the introduction of the legislation required. I do not know the rationale for it except that it seemed to be more attractive to school boards to do it that way than to continue in the previous way.

**Mr. Bounsall:** So it was basically a school board initiative to shift to that kind of funding.

**Hon. Miss Stephenson:** There had been requests from boards as late as last January, I can recall, to move the mechanism of funding. Treasury was interested in looking at that as well. But I do not know where the initiative actually came from in the first place. I can explore that and find out.

Of course, the real reason for doing it was that it reduce interest charges, which are fairly costly.

**Mr. Bounsall:** They would mount up over the years.

**Hon. Miss Stephenson:** But I do not know from which source that came, primarily, at this point. Do you think it was Treasury?

**Dr. Benson:** Basically.

**Mr. Bounsall:** The question I have is do you have any idea of the amounts of money that would be saved in this year in actual hard dollar outlay by retaining the debenture system to the corporation as opposed to the expenditure of a lump sum for the entire amount?

**Hon. Miss Stephenson:** I don't at this point.

**Mr. Bounsall:** Could someone make a calculation in that regard? I expect they would be substantial.

**Hon. Miss Stephenson:** We can probably produce an estimate, but I don't think we can give you hard dollar figures; an estimate could be developed.

**Mr. Bounsall:** I would be interested in seeing that. My train of thought along this line is that all the moneys being paid directly, although there are interest charges involved being spread out in debentures, militates very strongly against expenditures in the area. You are talking about the total sum in each year and it may have a detrimental effect on what we can normally expand and do.

In other words you have to look at each sum as—

**Hon. Miss Stephenson:** Yes, but that's not the only factor involved and therefore I'm not sure it has that much effect.



**Mr. Bounsall:** Am I correct in thinking the renovations to schools all come out of this capital portion?

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** We may be heavily into needed renovations with time. We are not making new expenditures—

**Hon. Miss Stephenson:** With time.

**Mr. Bounsall:** —but that renovation expenditure.

**Hon. Miss Stephenson:** Yes, we have some projections about that.

**Mr. Bounsall:** It would seem to me there would be a strong tendency, because of the direct expenditure as opposed to the method before, not to make those renovation expenditures—pressures not to. I'm a little concerned about the state in which our property may well become over time.

**Hon. Miss Stephenson:** As I said, we have developed some projections about that of which we are very much aware, because the value of the total plant we have is quite considerable and obviously there needs to be concern about the maintenance of that plan and the plant in the most appropriate way.

**Mr. Bounsall:** If you could make an estimate I would be interested in seeing it.

The other area I wanted to touch on is one which relates to the asbestos. In the asbestos searches or those renovations, are those directly chargeable to the boards and therefore covered out of the moneys provided in this vote, the search and then the elimination of the asbestos hazards in our schools?

**Hon. Miss Stephenson:** The search is the boards' responsibility.

**Mr. Bounsall:** So it will be out of these moneys?

**Hon. Miss Stephenson:** The corrective measures involved depend upon the degree of the corrective measure. If some dramatic kind of correction needs to be carried out, then obviously a major share of the responsibility will fall to the ministry.

**Mr. Bounsall:** That would come out of the capital grant portion. I hope we don't find situations that require running into that kind of expenditure both from the way we are doing the capital grants and the severity of the health hazard problem that would have existed out there for a while, but it does concern me.

Is it the responsibility of the boards as well or is anything being done and where does their financial responsibility lie for the search? We had asbestos powder being used

in art classes and I think it didn't effectively get through to teachers until 1974 or a bit beyond that it should not be used. The expense of the follow-up on the teachers who were involved with that asbestos powder—

**Hon. Miss Stephenson:** Right now, we are exploring ways in which a follow-up could be carried out. We are looking at various records which may be available to us to see the best way to carry it out.

**Mr. Bounsall:** That's a ministry activity.

**Hon. Miss Stephenson:** Yes, undoubtedly it will involve some co-operation on the part of boards in searching out some records. We don't know—and no one knows, to my knowledge—of a recorded case anywhere of any illness or physical disability occurring as a result of the use of that powder, but we want to find out whether it is a risk factor we should be attempting to explore more definitively.

**Mr. Bounsall:** The point we're at now is choosing the program which would best identify how to go about identifying it.

5:40 p.m.

**Hon. Miss Stephenson:** Yes, to try to determine the numbers of individuals who were involved, and to try to find out whether there have been any significant damaging side effects.

**Mr. Bounsall:** Is your feeling the same as mine that the problem, if there is one, is likely to be with teachers of the art classes who dealt with it on a daily basis, rather than with the students who might have used it in that class one year but didn't in the following year? The risk would appear to be with the teacher who chose to use that material and used it continuously over a number of years.

**Hon. Miss Stephenson:** I don't know whether there was anyone who used it continuously over a number of years. It was used in a portion of a program for a period of time rather than on a daily basis throughout an entire year. So the risk is obviously reduced significantly even for those who were exposed on a daily basis for a period of time.

The amount of risk to young people is a matter of pure conjecture, but I would be willing to wager that the risk factor there is probably very much smaller than it would be for the teachers involved.

**Mr. Bounsall:** It is the teachers that you are zeroing in on first.

**Hon. Miss Stephenson:** We are trying to work out the development of protocol with

the occupational health and safety division people in the Ministry of Labour.

**Mr. Bounsall:** How far away are we from that? Will we be checking it in a month or two, or next fall?

**Hon. Miss Stephenson:** I think probably within several weeks we will have some kind of protocol developed that we can begin to pursue. I don't know whether we can do much about it during the summer months. That is always rather difficult in the educational system.

**Mr. Grande:** Why is it that June is the month you always refer to?

**Hon. Miss Stephenson:** I beg your pardon?

**Mr. Grande:** It seems that everything comes to a head in the month of June where you are concerned.

**Hon. Miss Stephenson:** No, things come to a head on almost a monthly basis.

**Mr. Grande:** I was just wondering what is so magical about the month of June.

**Hon. Miss Stephenson:** The month of June has no particular significance.

I am sorry for the interruption.

**Mr. Bounsall:** It is something I have noticed too. We are always about to do something as the school year runs out, and then have to delay it until September. That doesn't always occur, but it happens often enough that one gets the feeling one is being pressed by the end of the school year; that if only we could have done it a couple of months earlier we would have had that survey completed.

Thank you very much, Madam Minister.

**Mr. McCaffrey:** The minister mentioned, I think in response to a comment from Mr. Sweeney, that tomorrow the committee will take some time to look at the question of funding in the Metro area in some more detail.

**Hon. Miss Stephenson:** We are bringing some documentation for you tomorrow.

**Mr. McCaffrey:** Will Dr. Benson be at bat on that?

**Hon. Miss Stephenson:** Yes.

**Mr. McCaffrey:** There was an article by Alden Baker that appeared in the *Globe and Mail* on May 8, "Grants Cut Increases for Metro Taxpayers." It talks about the fact that Metro home owners' tax increases this year were lower than they had been through the 1970s because of the additional grants. More specifically, it says, "The increase has been held down by a jump in provincial grants to municipalities and little-publicized

legislation that shifted more of the cost of education to commercial and industrial taxpayers."

I hope that is something you will have an opportunity to speak to tomorrow, and the fact that it—

**Hon. Miss Stephenson:** That's not just in Metro.

**Mr. McCaffrey:** No. The fact that it has been little publicized is something we can deal with at another time and in another forum. But I would like an opportunity to hear more about that, if it is to be part of your presentation tomorrow.

Item 12 agreed to.

On item 13, Experience '80:

**Hon. Miss Stephenson:** Don't say it out loud. It frightens me every time I hear it.

**Mr. Sweeney:** This is almost \$2.2 billion. The main question I have is the one I raised inadvertently earlier. That is the impact of the reduced funding for this program. What impact will it have on the kinds of opportunities that will be available? I think I asked a second question about the kinds of projects you—

**Hon. Miss Stephenson:** As I said, no specific projects will be directly affected by the reduction. I will bring tomorrow the information about the reduction in total numbers which will be occasioned by this.

**Mr. Sweeney:** Can the minister give me an overview of the kinds of things that are being funded in this program? I don't expect a list of specific projects, just a—

**Hon. Miss Stephenson:** I don't know that I can provide you with a list of specific projects.

**Mr. Sweeney:** I don't want those, just a general overview kind of statement as to the sorts of things your ministry covers under this program. What sorts of things are you doing?

**Hon. Miss Stephenson:** Many of them are school board activities which the ministry supports through the summer months.

**Mr. Sweeney:** What would be the approximate percentage breakdown between the projects that are handled directly by your ministry and those handled by boards and your funding through the boards? Is it 50-50, 80-20 or what? Roughly.

**Hon. Miss Stephenson:** I don't know at this point. Can I get that information for you?

**Mr. Sweeney:** Okay. Is it your impression that the bulk of it is through the boards or through your ministry?

**Hon. Miss Stephenson:** I thought there were at least a few within the ministry, but I am informed that it is all through the school boards; all of the activity is there.

I do have some figures. The number of board projects in which the students were involved last year was 209. The estimate for this year is approximately 200. Last year there were 1,320 students, both secondary and post-secondary, involved in those projects. The estimate this year is that there will be 1,075, both secondary and post-secondary. The bulk of those that will be hired this year will be in the secondary area rather than post-secondary.

**Mr. Sweeney:** Are the figures here a reflection of the two ministries or just this one ministry?

**Hon. Miss Stephenson:** This is just for the Ministry of Education.

**Mr. Sweeney:** I raise it because earlier, you may recall, there were certain things that were lumped in one or the other. That is not reflected here.

I will wait for the general description of the kinds of programs that are funded by this and move on to the next vote when the New Democratic Party have finished their questioning.

**Mr. Bounsall:** I have nothing on this vote. Item 13 agreed to.

Vote 3102 agreed to.

On vote 3103, services to education program:

**Mr. Chairman:** Is it the wish of the committee to take this vote item by item?

**Mr. Bounsall:** Yes, please.

On item 1, Education Relations Commission:

**Mr. Chairman:** I should indicate to the committee that after today we will have one hour and 28 minutes. Is it the wish of the committee to have Mr. J. R. Causley, or someone else from the Teachers' Superannuation Commission, to attend tomorrow? Do you also wish someone to attend from the Education Relations Commission as well?

**Mr. Bounsall:** There's no one here today?

**Hon. Miss Stephenson:** From the Education Relations Commission, no. The ministry representative from the Teachers' Superannuation Commission is here—the assistant deputy minister who functions as a member of the commission.

**Mr. Bounsall:** Perhaps we could move to that vote today since there is a representative from that commission and not from the ERC.

**Mr. Chairman:** What is the wish of the committee in that respect?

**Hon. Miss Stephenson:** Mr. Saunders of the Provincial Schools Authority is here as well.

**Mr. Chairman:** We have 12 minutes left this afternoon.

**Mr. Sweeney:** I have a question under superannuation, Mr. Chairman. I would just like to have an overview of the present funding policies and, tied in with that, to know if there is any likelihood of increasing teacher contributions.

**Mr. Chairman:** Shall we go to that?

**Mr. Bounsall:** Let's try it.

**Mr. Sweeney:** That's the only question I have.

**Mr. Chairman:** We will move to item 5, then, with the concurrence of the committee.

On item 5, Teachers' Superannuation Commission:

**Hon. Miss Stephenson:** Mrs. McLellan is here.

5:50 p.m.

**Mr. Sweeney:** There was, coincidentally, a reference in the House today with respect to the superannuation commission's investment practices. That was a question that was brought up fairly extensively about two years ago.

Can I get an overview of what is being done with respect to the investment practices of the superannuation commission?

**Mrs. E. M. McLellan:** At the moment, all the money in the teachers' superannuation fund is invested in Ontario government debentures.

**Mr. Sweeney:** The reference today, as I thought, was to the fact that \$500 million was going to Ontario Hydro. Were they not referring to superannuation? They were talking about pension funds generally; they didn't specify it. Did I misunderstand the Treasurer? I am sure that is what he said.

**Hon. Miss Stephenson:** No, that is precisely what he said.

**Mrs. E. M. McLellan:** Did he specify that it would be teachers' superannuation?

**Mr. Sweeney:** No, he did not. He just said pension money that the government normally would have used for its own purposes, which, I gathered, are not going to be needed this year, is going to be transferred to the use of Ontario Hydro instead.

**Mrs. E. M. McLellan:** That could come from the public service superannuation fund as well.



**Mr. Sweeney:** To the best of your knowledge then that money will not come from teachers' superannuation?

**Mrs. E. M. McLellan:** I have not heard any information on that at all.

**Hon. Miss Stephenson:** Not this year.

**Mr. Sweeney:** What is the present investment rate for the teachers' fund in terms of overall market rates for investment purposes?

**Mrs. E. M. McLellan:** It is 11.05 per cent.

**Mr. Sweeney:** How does that compare?

**Mrs. E. M. McLellan:** Quite favourably.

**Mr. Sweeney:** Could you give me a figure? I am not that well up on the market.

**Mrs. E. M. McLellan:** Investment rates have risen substantially. The rate at which the province puts its money out is calculated by the Treasurer. I think 11.05 per cent is probably as high a rate as has ever been achieved. It has had a very happy effect on the teachers' superannuation assets in that it has enhanced their value quite a bit.

**Mr. Sweeney:** Where are we now with respect to the underfunding? I can't think of a better word, but I think you will know what I mean.

**Mrs. E. M. McLellan:** You want an answer to the best of my ability?

**Mr. Sweeney:** Yes. There was an approach about two years ago. A very extensive description was given to us about what was planned for that. How is that proceeding? Where are we with it now?

**Mrs. E. M. McLellan:** The most recent report of the actuaries as required under the Pension Benefits Act is as of December 31, 1978. The unfunded liability, I am happy to report, has gone down. In other words, the assets, as a result of increased interest rates, both short term and long term, have improved the position of the fund.

With regard to the funding, the province is still in a position of making up the shortfall in accordance with the Pension Benefits Act. I would suspect that this is being very closely watched and monitored. I do not think there will be any major changes in funding practices until after the royal commission on the status of pensions has made its report to the government and the government has had a chance to consider it.

**Mr. Sweeney:** My second question ties in very closely with that. As you have just pointed out, the Treasurer also reminded us today of the province's responsibility to make up the shortfall.

About how much money, annually, are we talking about with respect to that shortfall? Secondly, where are we likely heading with respect to a change in teachers' contributions?

**Mrs. E. M. McLellan:** The amount of money we are talking about in shortfall; that is, the making up of the unfunded liability, which, of course, is separate from—

**Mr. Sweeney:** Excuse me. Let me clarify something. My understanding is that the contribution from the teachers, together with the matching contribution from the government, still is not enough to pay out what is necessary. Therefore, instead of the government paying out eight per cent as the teachers pay in eight per cent, the government actually pays out 12, 13, and 14 per cent.

Maybe you can explain it to me. My understanding was that there is simply more being drawn out than is being put in. How much are we talking about?

**Mrs. E. M. McLellan:** At the present time the contributions of the employee and the matching government contribution, which is the normal mix in a pension plan, are quite sufficient to pay the benefits. In other words the fund is not in a negative position. There is more money coming in than is being paid out. The fund is a \$10 billion fund.

**Mr. Sweeney:** I understand that.

**Mrs. E. M. McLellan:** We haven't reached that point. Some people have projected on the basis of cash flows when that point may be reached. Because the Pension Benefits Act requires the government to fund the expected benefits of all those people who are now in the teachers' superannuation based on actuarial assumptions of their lives, deaths, spousal arrangements, et cetera, for about 50 years into the future, that is the amount that in effect becomes a shortfall. That is what is known as the unfunded liability.

The unfunded liability of the fund as of December 31 is just over \$1 billion and this requires payment by the government, as you will see in the estimates before you. Last year that unfunded liability represented an annual payment of \$144 million. Because of a favourable experience and improved assets, it is now down to \$119 million. The amount you are actually voting in that item is \$110 million; that's because we have in effect overpaid last year and we are getting some credit for it.

**Mr. Sweeney:** The \$110 million this year is, in fact, above and beyond the government's statutory contribution of eight per cent?

**Mrs. E. M. McLellan:** Yes.

**Mr. Sweeney:** Is it expected that for the foreseeable future that figure will remain at about that size? Is that the way it is designed?

**Mrs. E. M. McLellan:** The actual figure is \$119 million. It is \$110 million because of a favourable overpayment. The \$119 million is a payment that will extend to between 1986 and 1990 if nothing else changes; if all the assumptions remain the same, it is a continuous commitment that the government has based on what we know now. It could go down or it could go up.

**Mr. Sweeney:** But something in the neighbourhood of \$100 million above the eight per cent contribution is to be expected in future years if the present split remains?

**Mrs. E. M. McLellan:** That is correct.

**Mr. Sweeney:** The second part of my question was about what the future holds in terms of an increased contribution for the teacher's share.

You made some reference earlier to the pension study which is going on. Can I assume that you can't answer my question until that happens? Or can you make a professional guesstimate as to what's likely to happen?

**Hon. Miss Stephenson:** You assumed correctly.

**Mr. Sweeney:** I believe there was a considerable amount of controversy in the teachers' federation itself about a decision, to rearrange the payment scale of one of the senior officers of the federation so that officer would qualify for more superannuation. As I mentioned, the controversy was within the profession itself.

What has been the attitude of ministry or of the fund towards that? Have you taken any part in it? Where are you with that? That's a very political question; maybe the minister should deal with it.

**Mrs. E. M. McLellan:** I think the minister has dealt with it.

**Mr. Sweeney:** I'm not familiar with it. Could she share it with me?

**Mrs. E. M. McLellan:** The situation you are referring to arises when someone is in the final year of employment. The teacher has the option of a retirement gratuity or an extra payment, which is not related to service, being rolled into salary. This has the effect of increasing the pension.

The commission's position has been that the act, which defines salary, includes payment for services rendered. If there is no service rendered, therefore there is no salary

related to that. In other words, the position of the Teachers' Superannuation Commission—and the ministry certainly supports this—is that you cannot build a pension on services which have never been given. If a retirement gratuity is simply a gift in the sense that no service has been rendered, it is not possible to construe that as salary.

**Mr. Sweeney:** Somewhere along the line there must obviously have been a resolution of that dispute or controversy. Or is it in the process of being resolved?

6 p.m.

**Mrs. E. M. McLellan:** It was policy that I have tried to indicate. For the administration of it, I believe you could get confirmation from the Teachers' Superannuation Commission. I happen to be a commissioner, so I can say that the commission's position is that the man's final year's salary is the same as the year before; in other words, he has netted an extra payment.

The commission has notified every board of education in the province that extra payments not related to actual teaching service will not be considered for purposes of pension. We have no right to deny the payments, but they are not going to be considered for pension purposes.

**Mr. Sweeney:** This one seems to have received a certain amount of publicity because of the nature of the group involved. Do you have any way of knowing whether this kind of practice has occurred in other places at other times? This one may not even have come to attention if it—

**Hon. Miss Stephenson:** Do you mean in other jurisdictions or within—

**Mr. Sweeney:** Either in the federation itself or with any board. This kind of thing could have been going on for a long time.

**Hon. Miss Stephenson:** This was not the only attempt to do this. The policy has not changed.

**Mr. Sweeney:** I would guess that with the kind of clear statement you have given here today it is probably less likely to occur again.

**Hon. Miss Stephenson:** I would think so; following the notification that has gone out to boards from the commission.

**Mrs. E. M. McLellan:** Madam Minister and Mr. Sweeney, this is not to suggest that the boards would be doing something like this, but the computer that calculates the payments of teachers' superannuation is programmed so that if there is a variance above three per cent the salary is flagged. Any exceptionally large payments are identified.

**Mr. Bounsall:** What if someone is aware that the flagging occurs at just above three per cent?

**Hon. Miss Stephenson:** And sets it at 2.9 every year?

**Mr. Sweeney:** There's one in every crowd.

**Mr. Bounsall:** That's the problem with having a quantitative background. That has changed me very much.

**Mrs. E. M. McLellan:** I think most of these payments occur in the very last year of service.

**Mr. Bounsall:** I am not referring to the emotional need for it. But if someone were looking ahead 12 or 15 years and says, "I can get an extra 2.9 per cent in without getting flagged," they could do that and get credit, and there would be no flagging.

**Hon. Miss Stephenson:** I'm not sure we should broadcast the fact that the flagging occurs with the three per cent. I'm not sure that's widely known at this point.

**Mrs. E. M. McLellan:** I may not have the figure correct, but there is a mechanism for controlling these things.

**Mr. Sweeney:** After that question we raised under another heading, it is well that there is a flagging system of some kind. You are dealing with large numbers of people and dollars.

Does the government involve itself in any other pension plan except for teachers and civil servants? Are they the only two?

**Hon. Miss Stephenson:** As far as I know

**Mr. Sweeney:** Please tell me the essential difference between the contributions and the payouts in those two plans, and why that difference exists. Do you know?

**Mrs. E. M. McLellan:** There are a few differences. The contributions to the civil service pension fund are made on the same basis. The rate is six per cent, with a matching six per cent, and one per cent in the superannuation adjustment fund.

The benefits are somewhat different. The teachers have an opportunity to maintain an attachment to the teachers' superannuation fund by approved broken service. You can't do that in the public service superannuation fund. So that's one difference.

There is another difference of which I am sure you are aware. They are both defined benefit plans, but the teachers' defined benefit is based on the best seven years, whereas the public service plan is based on the best five years.

**Mr. Sweeney:** There has never been any attempt, I gather, to correlate the two.

**Hon. Miss Stephenson:** Not in detail, at any rate. They are somewhat similar.

**Mrs. E. M. McLellan:** They are very similar, and naturally one watches the other rather carefully.

**Mr. Sweeney:** Since they are both funded by the government I often wondered why the differences were there.

**Mrs. E. M. McLellan:** The reasons are historical.

**Mr. Chairman:** If you have completed your questioning on this item, Mr. Sweeney, we will adjourn and reconvene tomorrow at two o'clock. The notice said one o'clock, but we had to change that yesterday because some members couldn't work it in.

The committee adjourned at 6:06 p.m.



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Gaunt, M.; Chairman (Huron-Bruce L)

Grande, A. (Oakwood NDP)

McCaffrey, B. (Armourdale PC)

Stephenson, Hon. B.; Minister of Education (York Mills PC)

Sweeney, J. (Kitchener-Wilmot L)

**From the Ministry of Education:**

Benson, Dr. R., Chief—Education Finance, Grants Policy Branch

McLellan, E. M., Assistant Deputy Minister, Administration and Finance









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# Legislature of Ontario Debates

## Official Report (Hansard)

### Standing Committee on Social Development

Estimates, Ministry of Education

Estimates, Ministry of Colleges and Universities

**Fourth Session, 31st Parliament**

Wednesday, May 14, 1980

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

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WEDNESDAY, MAY 14, 1980

The committee met at 2:10 p.m. in committee room No. 1.

### ESTIMATES MINISTRY OF EDUCATION (concluded)

**Mr. Chairman:** We will call the committee to order. The honourable Minister of Education has some information which has to be tabled.

**Hon. Miss Stephenson:** Mr. Chairman, yesterday questions were asked about the level of support through small-school and small-board weighting factors for 1980. I would like the members of the committee to know that the 1980 small-school weighting factor provided 81 elementary boards and 23 secondary boards with additional funds. The numbers of schools involved were 295 elementary and 28 secondary; the number of pupils was 29,188 elementary and 9,963 secondary; the additional grants were \$5.4 million elementary and \$2.2 million secondary.

The small-board weighting factor alone for 1980 provided 48 elementary boards and 28 secondary boards, in which are involved 76,790 elementary pupils—

**Mr. Sweeney:** I'm losing you. What's the difference between what you just said and what you're saying now?

**Hon. Miss Stephenson:** The first list I gave you was the 1980 small-school weighting factor, the second is the small-board weighting factor. In the second, the number of elementary boards 48 and secondary 28; the number of elementary pupils 76,790 and secondary 38,557; additional elementary grant \$2 million and secondary \$0.9 million.

The question was raised about grants to Metropolitan Toronto School Board. Based on the school board's estimates the total provincial assistance to the Metro board in 1978 was \$186.5 million; in 1979, \$172.5 million, and in 1980, \$190.9 million.

The primary reason for the reduction in grant for 1979 from \$186 million to \$172.5 million was the decline in average daily enrolment, which was approximately seven per cent elementary and four per cent secondary.

The primary reason for the increase in grants in 1980 from \$172.5 million to \$199 million is the change in the assessment equalization factor for Metropolitan Toronto. Prior to the introduction of the new assessment equalization factor Metropolitan Toronto was one of the municipalities that was assessed more closely to market value. The introduction of the new assessment equalization factors benefited Metropolitan Toronto.

**Mr. Sweeney:** Would you pause there just a moment? If there was less change in Metro, why should it have benefited them more? I would think otherwise. A board that had a more dramatic change would have faced a larger potential impact and therefore would have received a larger grant to offset that impact. That's my logical way of looking at it, but maybe I'm missing something.

**Dr. Benson:** I like to duck all questions on assessment equalization.

**Mr. Sweeney:** I don't blame you.

**Dr. Benson:** If a board was closer to market value the introduction meant less change to that board. Relative to the average change for the province, which was approximately 218 per cent, that type of board is a relative winner.

**Mr. Sweeney:** I hear what you're saying but I don't follow the logic of it, that's my problem. Does my explanation make any logic whatsoever or am I missing a point, Mr. Chairman?

A board that had the greatest potential impact would need to draw to it the greater amount of money to offset that impact and therefore the reverse would seem to be true. That's where I'm having difficulty understanding why what happened did happen in Toronto.

**Dr. Benson:** I will present it another way. The average board that had the same changes, the average for the province, did not have any increase or decrease in its grants as a result of the new equalization factors. For those that were further from market value, their low contribution would increase more



rapidly than the average. That type of board would receive some benefit through the guarantees on the assessment change.

**Mr. Sweeney:** We're talking about part of that \$35 million package?

**Dr. Benson:** Yes. A board such as Metropolitan Toronto School Board was closer to market value to begin with. Therefore it benefited from the introduction of the new equalization factors.

**Mr. Sweeney:** I hear you saying it but I don't understand why. Maybe it cannot be explained in simple terms.

You are telling me that the significance of the heavier increase between 1979 and 1980 is due to a large extent to this principle, even though I don't quite understand why. That's why it happened.

**Mr. Bounsall:** Those that were closer to market value assessment because of the inequity of the equalization were not receiving the funds they should have been receiving—

**Hon. Miss Stephenson:** That they should have been entitled to.

**Mr. Bounsall:** That's right. They changed the equalization to help them. They were the ones that needed the help anyway and would get that increase in funding. Windsor is very much in that situation.

**Hon. Miss Stephenson:** As I understand it the areas, and they were primarily urban, that were relatively close to market value assessment did benefit from the modification of the equalization factor. The point Dr. Benson raised was that those who were furthest away from market value assessment and therefore had more propensity to suffer as a result of the equalization factor were supported through the guarantee level of the modification that was made so there would not be huge shifts.

**Mr. Sweeney:** You indicated that part of the reason for the decline from 1978 to 1979 was about a seven per cent drop in enrolment for elementary and four per cent for secondary schools. What were the equivalent figures from 1979 to 1980?

**Hon. Miss Stephenson:** I think they are not quite as dramatic in elementary and about the same in secondary.

**Mr. Sweeney:** I'm thinking of the publicity given to the possibility of Metro having to reduce its teaching staff. The figures seem to be about the same for this year as for last year and that would lead one to believe the decline in enrolment would have been pretty close.

**Hon. Miss Stephenson:** I think it is close. It may be up a bit in the secondary area. It was approximately 13,000 in Metro in elementary between 1978 and 1979 and approximately 11,000 this year at the elementary level.

**Mr. Sweeney:** That's a reduced rate.

**Hon. Miss Stephenson:** Yes, and secondary is just about the same. It was 5,000 from 1978 to 1979 and about 6,000 this year, so there isn't a major difference.

**Mr. Sweeney:** In terms of overall funding, what is the impact of shifting from residential being 90 per cent of commercial to residential being 85 per cent of commercial?

**Hon. Miss Stephenson:** In terms of overall funding?

**Mr. Sweeney:** Yes. Does the board net any increase or is it just shifted from one element to the other?

2:20 p.m.

**Hon. Miss Stephenson:** No, it is the same size pot with a shift of the components.

**Mr. Sweeney:** It should mean a reduction in the residential tax rate, at least a reduced increase.

**Hon. Miss Stephenson:** A reduced increase.

**Mr. Sweeney:** Has that occurred, to the best of your knowledge?

**Hon. Miss Stephenson:** It would appear to have occurred in many parts of Metro according to the preliminary newspaper reports we have seen from boards. One would project there would be a reduced increase. It was done to bring it into line in terms of education with the policy that had been established at the municipal level by the Municipal Act.

**Mr. Sweeney:** I wasn't quarrelling with the procedure. I am trying to get a fix on the net result of doing that.

**Hon. Miss Stephenson:** The net result should not be an increase in the total number of dollars but a shift of the components that make up the total number of dollars.

The final question which was asked, I think by Dr. Bounsall, was related to direct capital funding. The level of funding for sites for new school buildings and renovations and the method of funding such expenditures are two separate but related issues.

The level of funding is based upon the need for school construction and renovation. The method of funding capital expenditure is based on an analysis of the pros and cons of debenturing versus funding on a current

basis. It was because of the potential increases in interest rates and the desire to reduce the total public debt that the Ministry of Treasury and Economics recommended that school board capital expenditures should be funded on a current basis. The recommendation was incorporated in the general legislative grant this year.

**Mr. Bounsall:** I understand that is what you had for a given year, this year, or for last year, what the difference would have been.

**Hon. Miss Stephenson:** The total cost, and that is going to take some time to figure out.

**Mr. Bounsall:** You have to assume an interest rate, I would think.

**Hon. Miss Stephenson:** Yes, I am not sure that we could do it yet because the plan has been in effect only since January 1 and we have not completed the 1980 activity by a long shot. We should be able to give you that figure next year, but we couldn't do it this year.

**Mr. Bounsall:** Next year? All right. In other words, you may not spend what's in the budget on capital grants or—

**Hon. Miss Stephenson:** You want to bet?

**Mr. Bounsall:**—as circumstances change you may overspend a bit.

**Hon. Miss Stephenson:** We will have difficulty if we overspend.

**Mr. Bounsall:** Perhaps we could look forward to that next year.

**Hon. Miss Stephenson:** One of the other areas that was asked about yesterday was the projects under the Experience '80 program. As I reported yesterday, the projects are entirely board projects. To date there are 231 projects. Ninety-four project leaders who are senior students and probably 1,200 to 1,300 senior secondary students will be employed by boards in the province. There is an interesting list of projects you might like to hear about.

**Mr. Bounsall:** Are these reports from the boards as to what their projects are?

**Hon. Miss Stephenson:** Yes.

**Mr. Bounsall:** I got a lot of details from the Experience '80 brochure itself. Some of them may be of interest.

**Hon. Miss Stephenson:** Many of them are working with young children, developing kits for use by junior students in schools in mathematics, reading, social studies; tutoring in summer remedial programs; doing library and media work, book repair, cataloguing; English as a second language project; French

as a second language project; Asian refugees; and energy conservation.

Last year there were 209 projects and 1,325 students involved. This year it would appear that there will be a slight reduction of about 25 to 50 students in the total number employed.

Some of the boards have interesting projects. Bruce County Board of Education has an Ojibway cultural study. There is a project in conservation in the Elgin County Board of Education. There is a research project regarding the use of school recreational facilities, also in Elgin. There are enrichment programs and student assistance programs in remedial activity.

Some computer programming is being done by the Essex County Board of Education. Remedial subjects and some examination of early childhood development is being done by some senior students there.

There are some agricultural projects. The Kingsville District High School has a local agricultural study of Essex county going on. There is the development of flash cards for analysis of French programs in Markdale.

**Mr. Bounsall:** Flash cards for French programs in Markdale?

**Hon. Miss Stephenson:** Flash cards for French programs. This shows the extent of the French language program across Ontario. Almost one million students are involved in French as a second language now, which is relatively remarkable.

**Mr. Chairman:** We are on vote 3103, item 5, Teachers' Superannuation Commission, but I think Mr. McCaffrey has some questions of clarification with respect to the grants. Perhaps the committee would permit that.

**Mr. McCaffrey:** Mr. Chairman, I did have one or two questions and I was a bit late. I apologize for that. The minister or Dr. Benson may have responded in my absence, in which case I will be happy to look over the transcript.

My question was about the change in the provincial grants which also reflected that the increase was held down by a jump in provincial grants to municipalities. This little-publicized legislation shifted more of the cost of education to commercial and industrial taxpayers. If you responded to that and I wasn't here I will go back and read the transcript.

**Hon. Miss Stephenson:** It was done to keep the education financing program in line with the changes in the Municipal Act, which had done the same thing at the municipal level.

**Mr. McCaffrey:** Is this relatively easy for you to measure? What additional dollars came about as a result of that?

**Hon. Miss Stephenson:** I suppose it's measurable. Is it easy? I can't tell you whether it's easy or not.

**Dr. Benson:** It is easy enough to measure. It is different for each jurisdiction.

**Mr. McCaffrey:** I was thinking in terms of Metro.

**Dr. Benson:** We could do that for Metro relatively easily. The rationale was twofold. The first reason was to bring the policy in line with the policy established for municipal purposes. For municipal purposes the residential rate is set at 85 per cent of the commercial rate. For education purposes the rate was 90 per cent. It was brought in line with the municipal rate—85 per cent.

The second reason related to the shift in the tax burden that would have occurred, a shift from commercial to residential, as a result of the new assessment equalization factors. To offset that shift to an extent we changed the rate from 90 per cent to 85 per cent, which shifted back from residential to commercial and the two offset each other to a significant extent.

The reason for that shift from commercial to residential as a result of the new assessment equalization factors meant that different standards of assessment were applied to commercial and residential. That standard varied from jurisdiction to jurisdiction. On average for the province, commercial was assessed closer to market value than residential. As a result of the shift to market value, the burden shifted from commercial to residential. To offset that shift to an extent, this change was introduced.

**Mr. McCaffrey:** That may be very clear to some people. I confess I am not one of them. Dr. Benson, would it be possible for me to contact you and get some of those numbers as far as Metro specifically is concerned?

**Dr. Benson:** Yes, certainly.

2:30 p.m.

**Mr. McCaffrey:** Did I understand correctly this number the minister mentioned for 1980? Is it \$190.9 million through the general legislative grant to the Metropolitan Toronto School Board?

**Hon. Miss Stephenson:** Yes.

**Mr. McCaffrey:** We discussed the change a bit and I'm still not completely clear on the explanation that was given about assessment equalization factors, et cetera, but I will pursue that independently. Would I be

close if I said that represents something in the order of 20 per cent of the cost of education in the Metro area?

**Hon. Miss Stephenson:** It's about 21.3 per cent I think.

**Mr. McCaffrey:** I think you could say it is down dramatically on a percentage basis over the last several years. Am I correct? I have trouble with this but I want to pursue it a bit. If I am in the ball park I am happy to be in the general area.

If that \$190.9 million represents something close to 21 per cent of the overall cost of education for the public system in Metro Toronto, it has declined a lot over the last number of years.

**Hon. Miss Stephenson:** It's down from 1976 but not from 1979. We have a 1970 figure because in 1970 the provincial level on average was about the same as it is now. We could get you the figure for Metro Toronto for 1970.

**Mr. Sweeney:** Thirty-five per cent in 1975.

**Mr. McCaffrey:** Okay. I think I have some of these numbers back in my office. Mr. Sweeney mentions—if this is good enough for a talking point—that in 1975 the percentage was 35 per cent. That's close enough for me to ask my question.

Without giving me any real details, how do you account for that percentage decline in your ministry's general legislative grant to Metro over the last five years?

**Hon. Miss Stephenson:** The total provincial contribution was higher in 1975 and as a result the contribution at the Metro level was higher than it is in 1979-80. In addition to that, there has been a fairly dramatic increase in the assessment level in Metropolitan Toronto during that period and also a decrease in enrolment in the educational system greater than the provincial average.

Are you looking only at the public system?

**Mr. McCaffrey:** Yes.

**Hon. Miss Stephenson:** The separate school system is this year at about 80 per cent of the cost of the educational program in terms of the provincial grant.

**Mr. McCaffrey:** On the public schools, an informed taxpayer might say with apparent justification, "My God, out of the general funds you guys are transferring fewer and fewer dollars on a percentage basis to Metro Toronto so that our responsibilities through property taxes have increased disproportionately to other municipalities in Metro." You shake your head.

**Hon. Miss Stephenson:** To other municipalities in the province.



**Mr. McCaffrey:** To other municipalities in the province where the operative number is closer to 50 and in some cases well above 50. I want to talk at the surface first because I don't understand the details of this and I have tried to.

On the very surface would it not be reasonable for a taxpayer in Metro Toronto to say, "Given the decline in that percentage transfer, we have been picking up in this area a disproportionate amount of the responsibility"? Might they not think that? You confirm that in your answer. You say, "Yes, the assessment level in Metro has increased."

**Hon. Miss Stephenson:** But the mill rates are equalized right across the province. On the basis of an equalized mill rate there has been a shift at the Metropolitan Toronto level and also at the Ottawa level.

**Mr. McCaffrey:** That's the thing I don't understand.

**Hon. Miss Stephenson:** That simply means that to keep the mill rate equalized across the province, the area which has the highest assessment potential has the highest local responsibility for providing dollars to support education. The area that has the lowest assessment potential, and whose mill rate might go absolutely sky high in order to achieve some equitability of educational opportunity, is granted a much greater proportion of provincial dollars to maintain the educational system.

Wawa does not have the same assessment potential as downtown Toronto. If we are going to help the kids in Wawa in the same way that kids in downtown Toronto are helped there has to be some method of equalizing the amount of money that is made available for education.

**Mr. McCaffrey:** No question; that's the nature of the country too. I understand and support that concept very much. I have some concern, looking only at the surface level of numbers, that it appears this trend has accelerated in the last five or half dozen years.

**Hon. Miss Stephenson:** There would appear to be an acceleration in the last six years since the ceiling was removed. Since the boards in their wisdom felt they should have the capability to function at a level which was not controlled by the provincial government, they are free to make decisions about the kinds of things they will do in the educational program and to spend above the provincial grant ceiling. There is no doubt that Metropolitan Toronto does that in spades.

It's an open-ended arrangement as far as they are concerned. In present-day circumstances the provincial portion is unlikely to increase dramatically as long as there is that open-ended arrangement whereby the boards can do whatever they will and the province still has to try to meet a significant portion of the education cost. If we went back to fixed ceilings—

**Mr. McCaffrey:** What would be the obstacle to going back to fixed ceilings, political or otherwise?

**Hon. Miss Stephenson:** I think there probably would be a minor revolution amongst the teaching profession and the trustees in the province. It might not be minor.

**Mr. McCaffrey:** In this same vein this is one of the things I hear. I'm never really comfortable with the clumsy answer I get. A lot of informed taxpayers say, "My God, we have a rapidly accelerating decline in enrolment, perhaps more in Metro than in some other areas."

**Hon. Miss Stephenson:** Urban areas are the hardest hit.

**Mr. McCaffrey:** It's not unreasonable that somebody might think, "I guess my end of the tax commitment to education, be it through my property taxes or through my general provincial income tax, might reasonably be expected to soften, to go down." While we use this per capita formula—I guess it's at the heart of this formula, which I don't think I will ever understand—we are faced with the reality of very high fixed costs. I suspect if you took salaries and plant those fixed costs have to be a very high. Would I be close if I said 90 per cent?

**Hon. Miss Stephenson:** Yes, 90 per cent with plant and salaries. It's probably higher than 90 per cent. It's probably 95 per cent.

**Mr. McCaffrey:** Then the plot thickens because, during this period, we are not reducing the salary commitment because we are not reducing the number of teaching professionals within the system as much as a reasonable person might expect. We get into an important discussion about pupil-teacher ratios and so on. I understand that.

From the viewpoint of the taxpayer he has to wonder: "What the hell? Is there a break for me? Is there a little bit of light at the end of the tunnel at some point? How long will I be faced with this surface anomaly where the number of students being taught at my expense is going to shrink and yet my tax dollars committed to their instruction continue to go up?" It's not an unreasonable anomaly for good people.

**Hon. Miss Stephenson:** One of the lights that would appear to be at the end of a relatively long tunnel is the potential control of inflation at a reasonable level which would have a beneficial effect.

The other thing—and I'm not sure it's a light at the end of the tunnel—is we would anticipate that by 1985-86 there will be a levelling out of the enrolment declinement. At that time we will have reached a relatively static level. We may, in the very last years of this decade, begin to inch up very slowly again in terms of total enrolment.

2:40 p.m.

I don't know if that is going to mean any great benefit to the taxpayer, because every taxpayer is the same; it doesn't matter whether you pay the taxes federally, provincially or municipally, they all come out of the same pocket. The problem is to try to ensure that there is an equitable distribution of funds right across the province in pursuit of our objective of fairly equal educational opportunity.

The rise in mill rates in Metropolitan Toronto over the last three years has been among the lowest in the province.

**Mr. McCaffrey:** That is partly because of the decreased grants from your ministry and partly because of these assessment changes that we talked about for industrial and commercial property.

**Hon. Miss Stephenson:** Even in the years when the grants were declining, the increase in mill rate was not dramatic; it was certainly significantly lower in Metro than it was in other parts of the province.

The assessment pool from which Metro draws is a very rich pool. A major increase in program development is less costly, individually, at the Metro level for the taxpayer than it would be in any other part of the province except Ottawa, which would be in circumstances similar to Metro's.

**Mr. McCaffrey:** So you really can go through some arithmetic to show that the good taxpayer in Wawa and the good taxpayer in Metro are getting pretty fair treatment, notwithstanding this steady decline in the general legislative grant?

**Hon. Miss Stephenson:** Yes.

**Mr. McCaffrey:** That, too, would be arithmetic I would find useful.

As a last comment: I do not like taxes of any kind, any shape, any form—

**Hon. Miss Stephenson:** Who does?

**Mr. McCaffrey:** I just do not like taxes. But there is one kind of tax I find I can cope with

more than others, and I think a lot of people I know and respect in my own community would agree. Those are taxes we understand.

Our property tax bill shows exactly how much goes for education. There is not an MPP or a school trustee in the province who has not taken flak because of that. But it is important that the person we are trying to represent should know that. At least he can see that \$400, \$600 or whatever the amount may be is going to education. It is an easy focus for anger and I think it is all the more important because of that.

Surely the worst kind of tax is one you just cannot understand. I think it is a great risk when a formula becomes so complex one cannot understand it. Dr. Benson, I appreciate your patience in going over all this, but I really still do not understand it. I'll try later. I think these are the things that more than anything else really frustrate people.

One of the reasons I have been a public champion of a health premium is that I recognize it to be a tax that should be visible. For those for whom the employer picks it up it can be made visible, to give some indication of how much health care costs in the province. On the property tax coupon you get some indication of how much you are contributing, as a property taxpayer, towards education in your community.

But this formula, especially in the Metro area, I think, is just too difficult to understand. I do not have an easy answer. I tried to find one, but I really—

**Hon. Miss Stephenson:** The formula? Do you mean that the rate of grant, which is established for Metropolitan Toronto on the basis of the assessment potential of Metropolitan Toronto, is a formula which you have difficulty translating?

**Mr. McCaffrey:** I guess so. When you and Dr. Benson both were explaining why, in 1979, the provincial grant from your ministry to Metro was \$172.5 million, and in 1980 it is \$190.9 million—I say this with respect—both of you agonized a little bit in your attempts to explain that. If you two are sweating a little bit, you must know that other people, the taxpayers, are going to sweat a lot trying to understand that.

I am not saying it is easy. Clearly it is not or I would not be trying to pursue it. But we really have to try to make it just a little bit easier for me and, most of all, for the taxpayers, to understand.

**Hon. Miss Stephenson:** It would be a lead-pipe cinch if every community in Ontario were exactly the same as Metropolitan

Toronto, or if every community were exactly the same as Wawa. Then you could have precisely the same level right across the province, and that would make it very easy. But because they are all different, because there are so many regional disparities and differences, there isn't an easy way to do it.

We used to do it on a percentage basis and that was modified to the equalized mill rate basis because it was cleaner and easier for people to understand, and was actually fairer across the board as well.

**Mr. McCaffrey:** I hope we can continue to try to simplify this for everybody.

On vote 3103, services to education program; item 5, Teachers' Superannuation Commission:

**Mr. Chairman:** We were on the Teachers' Superannuation Commission. Mr. Sweeney, you had an additional question?

**Mr. Sweeney:** I believe Mr. Bounsall was about to start. But if I can just ask one question, I will clear the field for him.

As the minister knows, there has been some urging to move from that magic figure of 90 down to 85 in order to do something for the declining enrolment problem and surplus of teachers. Is there any thought or consideration of that? Has it been costed? Where are you in the whole thing?

**Hon. Miss Stephenson:** There have been some exercises in costing carried out, and the idea has certainly been considered. However, we have been requested to make no major changes in any of the public superannuation programs until the report of the royal commission, which seems to be taking forever.

**Mr. Sweeney:** Do you have any idea what such a movement would mean in terms of increased contributions on the part of the teachers? If we dropped it from 90 to 85, in order to maintain even the present ratio between provincial government funding and individual teacher funding, would the teacher contribution have to go up, say, a half of a per cent, one per cent, two per cent? Obviously it would cost more; there is no question about that. You would be putting more people into the pension.

Would you hazard a professional guess?

**Mrs. E. M. McLellan:** We costed for 85 when the matter was discussed about 18 months ago; it is quite an enormous increase. I haven't got the figures, although they could be provided, but it's an amount the government really wasn't prepared to cope with.

As you know, however, the actuaries have recommended that the funding for both the teachers and the government be increased

from present levels in order to eliminate the growth of the unfunded liability.

**Mr. Sweeney:** I understand that.

**Mrs. E. M. McLellan:** That suggestion has been in place for some time.

**Mr. Sweeney:** But you can't at this point give me a specific figure, taking into consideration that the ratio would remain constant, as to what increased amount of contribution would be required from the two partners in order to drop down to 85?

**Mrs. E. M. McLellan:** That could be worked out. We don't have it at this time.

**Mr. Sweeney:** Could you get that for me?

**Mrs. E. M. McLellan:** Certainly.

**Mr. Sweeney:** If there should be a strong request on the part of the teachers themselves to have this happen, they would at least be in a position to say yes or no to the increase if they knew what the increased contribution required from them would amount to. Of course, the other side of the partnership is the government.

Right now I understand that nobody really knows what the potential impact is. It is up in the air somewhere and everybody is guessing.

**Hon. Miss Stephenson:** I'm not sure that one would consider it a guess in terms of total dollar impact.

**Mr. Sweeney:** Certainly you could calculate it. It is obvious that it is going to cost millions of dollars more, but how many?

**Hon. Miss Stephenson:** There are several permutations and combinations of arrangements for contribution that could be considered as well.

**Mr. Sweeney:** If I could get even a round figure it would be appreciated. I could discuss the issue more intelligently. Right now I have a great deal of difficulty in discussing it, because I don't know what the impact would be.

Because you raised it yourself, can I ask if you have any idea when that commission is going to report?

2:50 p.m.

**Hon. Miss Stephenson:** This year.

**Mr. Sweeney:** Is that serious or just another guess?

**Hon. Miss Stephenson:** That's serious.

**Mr. Sweeney:** So many things seem to be hanging on that.

**Mr. Bounsall:** They are now about a year late for their first date; they keep setting it back by three months. It has got to come some time.



**Mr. Sweeney:** How long after that report comes in can we reasonably expect that this government would be in a position to take a look at its various pension plans and say what kinds of moves they are prepared to make?

**Hon. Miss Stephenson:** I can't tell you that.

**Mr. Sweeney:** How long from report to action stage—about another year?

**Hon. Miss Stephenson:** I don't know, quite honestly.

**Mr. Bounsall:** I would like to talk to Mrs. McLellan first on some of the actions of the commission, on which she is the provincial representative.

You made it very clear yesterday when we were discussing one particular case—I don't intend to comment upon the pros and cons of either allowing it or disallowing it—that the fund had decided to stick to its tradition that contributions to the fund in respect of any person would be for services rendered only.

I have been puzzled for some two or three years about where the legislative authority comes from to make that kind of a decision. Section 6 of the Teachers' Superannuation Act says clearly, "The commission may receive any gift, device or bequest made for the purposes of the fund and shall pay it or the proceeds thereof into the fund to be applied as directed by the donor and, if so directed, in additional benefits to those provided by this act..."

A reading of that would indicate that the commission can in fact receive a gift to be paid to the benefit of those stipulated. There is nothing else in the Teachers' Superannuation Act which speaks to that, and yet the commission rules that it will accept only contributions for services rendered. Where in the act does it give the authority for arriving at that position?

**Mrs. E. M. McLellan:** Section 20(3) of the act, which is page 13, defines salary as follows, "In this section salary means salary in accordance with the terms and conditions under which the person is employed and includes the cost of living or other similar bonus but does not include any additional remuneration for extra services." That is really the basis of the meaning of salary.

**Mr. Bounsall:** But you have a section which says the fund can receive a gift or bequest on behalf of a person and those benefits will be paid out as directed, if directed, to that person.

I can quite understand the salary definition. But there is another section that says you can accept a gift and pay out the pro-

ceeds of that gift to a particular person—that you must so do.

**Mrs. E. M. McLellan:** I think that's not inconsistent with what I said yesterday. The commission could certainly pay out a gift as accepted on that basis, but to use that gift to increase the pension of the person concerned is another matter.

**Mr. Bounsall:** What benefits would the teachers' superannuation fund be paying other than a pension benefit?

**Mrs. E. M. McLellan:** If a board paid to a teacher a retirement incentive or bonus, there's nothing wrong with their paying that. But to use that to increase the salary of the teacher for pension purposes is a charge on the fund for which there was never really a contribution. That is not really the purpose of the act. I have the commission's directive on this in front of me. Would it be helpful to—

**Mr. Bounsall:** I can see it deciding to operate that way, but I can't see where it gets the legislative authority to operate that way when one reads section 6.

**Hon. Miss Stephenson:** At the top of section 6 it relates specifically to other than contributions by the participants. It relates to gifts, bequests, donations by individuals for specific purposes related to the teachers' superannuation fund. But it is not the regular contributory mechanism.

**Mr. Bounsall:** There is a phrase that I did not read, which says, "or in the absence of such a direction"—meaning a benefit to a person—"to the general purposes of the fund." So, in the absence of a direction, someone can donate to the fund purely for the purposes of the fund. Clearly they can make a gift, bequest, and so on for a person, and, if directed, those benefits are paid to that person.

**Hon. Miss Stephenson:** I am not at all sure that a retirement bonus could be considered a gift to the fund, a bequest to the fund, or a donation to the fund.

**Mrs. E. M. McLellan:** I think there may be quite a difference between the fund making a gift and the way a school board might make a gift to a retiring person. But to use that as the basis for pension calculations would inflate the entitlement of an individual beyond the contributions made for services rendered. I think that is a distinction that needs to be appreciated.

**Mr. Bounsall:** Let me say this issue does come up, and I am not talking about yesterday's case and what a board may want to do on behalf of an individual and so on.

It comes up very often. We discussed it in the last estimates.

There are many senior teachers around this province who look at the declining enrolment and, in order to smooth out the age distribution in our teaching profession and so on, express willingness to work for half a year or to take an entire year off so a certain number of new teachers may enter the jurisdiction of the board each year.

The only thing that bothers them is their pension contributions. They would like to be able to negotiate with the board to take that half year or that year off on the understanding that their pension contributions would continue to be made as if they were working. According to section 6 it looks as though that could be done, and yet the commission makes the decision that this cannot be done.

This section also applies in a more normal sense of pension fund contributions. It comes up in connection with technical teachers who have their journeyman's papers.

They have spent extra years, some say between seven and 10 years, working in the trade to get their journeyman's papers so they could be accepted as teachers of a particular trade in a technical school. They are talking about being shy 10 years' pension contributions because of that technical experience required of them for teaching, which does not apply to the rest of the teachers who go through the usual progression into teaching in our system. Yet there is no way for them to contribute to the fund to make up that pension difference. They are saying—

**Hon. Miss Stephenson:** That applies to other than technical teachers as well.

**Mr. Bounsall:** Yes, there are some others as well. They say there must be a reasonable, fair, humane and justifiable way that they can catch up on those pension contributions to cover those years spent in qualifying for teaching before entering the system. They ask why the commission prevents them from doing that.

It would seem that the fund should be able to adjust to the situations of declining enrolment and trade experience requirements. It would appear that this could be done under section 6 of the act—call it a gift, bequest, or anything else—yet they are prevented from doing so.

Why has this situation continued to exist? I understand that the commission does not want to make this change until the royal commission on pensions reports. I phoned the royal commission on this about five or six months ago and talked to the people

there. They said, 'We're not sure that we are going to speak to that sort of fine detail in our recommendations when they come forth.'

I know they have had submissions that they should do this with respect to the recommendations under the Teachers' Superannuation Fund, yet some months ago they weren't at all sure they were going to speak to the nitty-gritty detail of what the fund should do.

3 p.m.

I guess I am asking two questions at this point. Have you said to the royal commission, on behalf of the superannuation commission, "This is something on which we would like to have your comments, because it is a problem we are hearing about?"

Secondly, if they do not speak to it, is the commission, bearing in mind these two problems, willing to make a change in the act to allow for this kind of situation?

**Mrs. E. M. McClellan:** I am not aware that the Teachers' Superannuation Commission has made a presentation to the royal commission on this particular subject. I think section 6 to which you are referring, Mr. Bounsall, implies a donation to the fund which could have two outputs. One is to benefit every person who is a contributor and a member of that fund. I think that has been suggested as a means of getting around the one-day loss of strike pay or something like that. That is one thing.

Another possible interpretation of that could be instances of money donated to the fund for investment in the total fund. If there was a specific bequest, the proceeds would be turned over to an individual only as the earned income on that donation. But for purposes of the statutory calculation of pensions, that kind of an extra payment cannot be, and is not, included for the calculation of pension. There is nothing to prevent the individual from getting the money, but not as a basis for calculating pensions. That is the commission's position on it.

**Mr. Bounsall:** That, though, is purely an interpretation of the commission.

**Mrs. E. M. McLellan:** Yes, that's an interpretation of the commission.

**Mr. Bounsall:** And it is a position of the commission, I suppose, to say, "There is nothing in the act that prevents us from taking that interpretation."

**Mrs. E. M. McLellan:** We are talking, really, about retirement incentive payments, which have become recently quite an issue

consistent with the declining enrolment and other things.

The commission doesn't consider that such payments are made for service rendered as a teacher. They are considered payment for extra service and as such are excluded from the definition of salary as outlined in the section I have mentioned to you. The commission also feels that it was never the intention of the act to permit some pensioners to obtain an improved pension by exercising options related to early retirement, sick leave credits or other special payments.

**Mr. Bounsall:** But that is their interpretation of the Act.

**Mrs. E. M. McLellan:** That's right.

**Mr. Bounsall:** I am urging the minister, and you as a representative on the commission representing the ministry, to make sure that irrespective of what the royal commission on pensions recommends in this regard—and they may well be silent, from the sound of it—you should be able to take into account at least the two situations I have outlined: the teacher who has come into the teaching field very late because of the trade experience requirement; and, in terms of declining enrolment, to permit pension contributions to be made for teachers effectively out of school for a period in the circumstances described earlier.

**Hon. Miss Stephenson:** I am sure, Dr. Bounsall, you are aware that I can ask the commission to look at these things and I am sure they would. I certainly cannot guarantee what their response would be.

**Mr. Bounsall:** I assume you are going to do that then.

**Hon. Miss Stephenson:** They have already been asked to look at one of them.

**Mr. Bounsall:** I can understand why no movement is made until after the royal commission reports. But irrespective of what the royal commission recommends, if the commission considers the matter and remains in the same position as at present, we will have what we had in the estimates two years ago, irrespective of what they report, either to do that or to be silent.

If the commission then considers it and remains in the same position they are in, we will have, as we had in the estimates two years ago, a separate small section in which we dealt only with the pension commission, with all of them here to explain why they are taking that particular attitude. Because it really isn't helpful in solving the problems and the needs with respect to teachers, their teaching situation and their pensions for

those late entry teachers who are in our system now.

That's all I have, Mr. Chairman.

Item 5 agreed to.

On item 1, Education Relations Commission.

**Mr. Chairman:** Mr. Rodger Allan is here. Perhaps we would like to hear from him.

**Mr. Sweeney:** Mr. Chairman, before we begin, could I have an idea of how much time we have, because there are about three different items we are supposed to cover in about 20 minutes?

**Mr. Chairman:** Actually our time for Education runs out at 3:33 p.m.

**Mr. Sweeney:** So that is about 26 or 27 minutes. Okay, I will cut back the questions I was going to ask.

First of all, there is considerable concern about the whole question of a decision made by the commission with respect to jeopardy. The first concern is precisely on what basis the commission makes that decision. There doesn't appear to be any rhyme or reason for it, but obviously there has to be something. I know there is a certain amount of individuality involved in this, that you take certain circumstances in consideration.

Could I have an answer as to what you based that decision on? Could the minister or Mr. Allan—

**Hon. Miss Stephenson:** Mr. Chairman, I believe this is a commission decision rather than any other decision and, therefore, should be responded to by a representative of the commission.

**Mr. Sweeney:** That's fine. I am quite willing to hear from Mr. Allan.

**Mr. Allan:** Mr. Chairman, the only comment I can make at this time is to direct Mr. Sweeney's attention to the comments that were made in the House with respect to the Renfrew strike some few years ago.

At that time the Hon. Mr. Wells indicated that the commission had made an advisement to the cabinet with respect to the Renfrew strike and in their opinion an absolute impasse in the negotiations had taken place. Although they could not at that time judge any jeopardy, they indicated since the impasse had been defined, in their view, if it had not occurred it would occur prior to the completion of the negotiations. Therefore, they advised that the students be legislated back to school.

Now that is the only advisement I know, Mr. Chairman, that has been made public.

**Mr. Sweeney:** Mr. Chairman, and through you to Mr. Allan, I understand why the com-



mission advised the minister there should be legislation. What I still don't understand is what criteria the commission uses to determine when jeopardy is reached. What flows from that is the possibility of legislation, but not necessarily.

**Mr. Allan:** Mr. Chairman, so far as I know, since the first year of the bill, there have been no advisements with respect to jeopardy by the commission. However, there have been advisements with respect to the matter of impasse.

Obviously the time of year, the level of the students affected by the strike, all of these matters are taken into consideration. The commission may or may not hold a hearing with the two parties concerned after 21 days of strike or lockout and they review the matter after another 21 days. They continue to do that and ultimately make an advisement to the cabinet which is confidential to the cabinet.

**3:10 p.m.**

**Mr. Sweeney:** With your educational background—and as you know, I share a similar one, Mr. Allan—how can the commission not—I realize this question is worded negatively—come to the conclusion prior to 55, 56, 57 days, particularly for those students who are on a semester program, that jeopardy has not been reached?

I'm at a loss to know how that can occur. If there is a logical reason for it I would be pleased to hear it, but I can't draw from my own background of experience any logical reason.

**Mr. Allan:** I have some difficulties myself in affixing a particular number of days, Mr. Sweeney. However, in each instance we have developed, efforts have been made to provide make-up courses and other things to catch up students who have missed massive amounts of time.

I have heard you quote the study that was done at the Ontario Institute for Studies in Education following students from the Metro strike through to university and into the colleges. There were changes in attitudes towards teachers as a result of that strike, but there was no evidence in that research—which I think has been the most significant research done—of any significant change in failure rate, for example, of those students in that particular year.

The position a lot of people take is the position they are taking in Sudbury at present. I understand in grades nine, 10 and 11 shifts of curriculum have taken place and some items which normally have been done in the grade 10 year are now being extended

into the grade 11 or 12 year. It's not a case of a pot-filling, as Sir Alex Clegg talked about—if you are away for five days, five two-hundredths of the pot is not filled. There are ways that adjustments can be made.

In a similar way you and I would agree that education is far more than just the factual situation, albeit very important, particularly in sequential subjects such as mathematics and science, but curriculum revision during the course of the year and the following years, make-up courses, has been done in the cases we have been able to monitor following the strikes.

The feeling I have had concerning the strike at Lambton county this year is that changes were made in the curriculum and the students will not be forever adversely affected. There will be changes made the following year. There are seminars and workshops for the Lambton students, both now and during the summer. Those kinds of things can be made up, that's all I can say.

**Mr. Sweeney:** In the most recent strike and in two or three of the previous ones there was evidence of a significant number of students making a decision to drop out of school. I believe in the Sudbury strike it was in the neighbourhood of 300 to 400, although I don't have the exact figure. When that becomes evident, and it did become evident a while back, is that taken into consideration?

**Mr. Allan:** Yes, sir. We have not had an opportunity to monitor the Sudbury situation yet but last year we examined very carefully the Haldimand county secondary school strike. Our people in contact with the board and the teachers indicated there was a significant drop-out in the Haldimand secondary schools during the course of that strike. It was approximately the same time, in May.

A number of people did drop out and, according to the principals' reports, they were in some instances marginal students who decided they would get a job during the strike, continue doing the job and come back in September.

According to the director of education in that jurisdiction, the vast majority of those students did return to school in September. There was no significant difference in the enrolment pattern in September from the one they had predicted prior to the strike. So therefore those students did come back after a period of employment.

**Mr. Sweeney:** What is the responsibility of the commission—or I should go further and ask what is the practice of the commis-

sion in doing the monitoring you spoke of a few minutes ago?

**Mr. Allan:** Our research and information services and our field services are in contact, as you know, with the representatives of teachers and boards when the negotiation is on and afterwards. We have not monitored this, although I will be frank and indicate that the commission has asked us to move into more funded research on this question and other critical questions. This is included in the budget estimates we are talking about at present.

**Mr. Sweeney:** So the monitoring of what a board does or individual schools do to make up for the lost time is not an extensive or regular practice of the commission?

**Mr. Allan:** No, it is a regular informal action of the commission.

**Mr. Sweeney:** Are you conscious of a media release from the Council of Ontario Universities dated April 1, 1980, in which they express some rather grave concerns about students—I presume they mean primarily grade 13 students—who get involved in a strike about this time of year? For example, let me read one paragraph from it:

"In the case, of schools on the semester system, when no academic information is available on courses offered in the second semester there may be particular problems. Also, those students who are competing for admissions to limited enrolment programs and scholarships, may find themselves at a competitive disadvantage."

There are a number of statements in this release paralleling that kind of concern.

**Mr. Allan:** I have no knowledge of that press release. I have, however, a couple of times contacted Dr. Best from Laurentian University where a majority of those students will be attending—I think some 580 of Dr. Best's first year students come from the Sudbury system. Of course he is most concerned and has already made plans towards some make-up programs at the university level as well.

**Mr. Sweeney:** I wonder if I could direct that same question to the minister? Are you conscious of that?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** What does it say to you? How do you feel about it? Does it concern you?

**Hon. Miss Stephenson:** I share the same kind of apprehension the Council of Ontario Universities was expressing in that document. The experience in the past has been that the

universities have been particularly helpful in instances where there has been a prolonged disruption of the educational program and have made certain provisions for students who were emerging from grade 13. There is a problem in the scholarship area for some of those students if it is impossible for them to develop appropriately the final levels of achievement in the grade 13 program.

**Mr. Sweeney:** One other statement here, "The universities will, in accordance with normal practice"—and this is the operative part—"reserve the right to withdraw early offers if the applicant has not satisfactorily completed the required academic work."

Do you have any evidence whatsoever that that happens on any large scale basis?

3:20 p. m.

**Hon. Miss Stephenson:** I have no knowledge of any instance in which that has been done.

**Mr. Sweeney:** It may be, but you simply don't have the evidence of it.

**Hon. Miss Stephenson:** That's right.

**Mr. Sweeney:** One last question, and again to Mr. Allan, if I may.

The minister has made it clear in the Legislature itself, with respect to questions directed to her, that she would expect that provision would be made for extension of the school year, extension of the school day or whatever is necessary to meet the needs of some students. I think the minister has made it clear that may not be required for all students.

Is it part of the Education Relations Commission's mandate to see that is done?

**Mr. Allan:** No, it is not.

**Mr. Sweeney:** Can I redirect it to the minister then? Who will check to see that is done? Whose mandate is that?

**Hon. Miss Stephenson:** The minister would.

**Mr. Sweeney:** What mechanism do you have to assure yourself that it is done?

**Hon. Miss Stephenson:** I had committed the ministry to co-operative participation in discussions between the board and the teachers in Sudbury for the expansion or modification of offerings to attempt to achieve as closely as possible the requirements in terms of credits so the young people would not be in jeopardy of losing a credit, and so they would have an opportunity to achieve the credit which they were pursuing, at whatever year they were functioning at, within the secondary system.

**Mr. Sweeney:** This is the final one, Mr. Chairman.

As I am sure the minister is aware, there is a difference between doing the absolute minimum—sometimes I would have to question even that in these situations—and getting a credit that significantly reflects the intention of the course. How do you make a distinction between that?

The first part of the question obviously means you can redefine what you are trying to accomplish literally to mean anything. You can say, for whatever reasons, that one third of the normal course will now be considered satisfactory, but somewhere along the way that one third simply is not good enough for the purposes of the course. How do you decide where you're going to draw the line?

**Hon. Miss Stephenson:** The core of the subject material is the major criterion and the responsibility and the activities of the principals in each instance—because the principals are empowered to grant the credit—is an exercise which I think in most instances has probably been carried out very responsibly in examination of the achievement of the young person towards that credit.

**Mr. Chairman:** The clock is running, but it occurs to me that last year we only had about 10 minutes on vote 3103, so if the committee wishes to extend itself into the time allocation of the Ministry of Colleges and Universities for 15 or 20 minutes, or even half an hour, it is fine with me.

**Mr. Cooke:** Sounds great to me.

**Mr. Sweeney:** I don't know how many questions Mr. Bounsall has, but I have only one or two others in the entire vote.

**Mr. Bounsall:** It pains me to say this in front of Mr. Allan representing the commission, but I think the commission is doing an excellent job in Ontario. There are so many things it does well. It reports bilingually and it provides a bilingual service throughout. With the budget it has, it certainly is not spending money unwisely for the contribution it is giving.

For example, I firmly believe, without the shadow of a doubt, that you have the best collective bargaining research facility in North America. To have that facility here in Ontario in this commission, for the moneys we put forward for the commission, is a real accomplishment.

I think back to one of the many school strike situations in Windsor. After the last one I asked that the commission remain in-

volved and in touch with that Windsor situation to try to prevent a fourth one. Relations somehow continued to improve in what looked like a continuing unsalvageable situation. The little contact that has occurred, because of the demands on the commission, has produced in Windsor a changed feeling and understanding between the teachers and the trustees and the board that avoided a strike situation there.

One can't always quantify the various ways one can measure the effectiveness of the commission, but the effect of the commission's continued involvement has certainly helped in the whole attitude in the Windsor area. I understand that more than 50 per cent of the contracts across Ontario are already settled, which indicates the commission is really doing some mind space work out there for both sides in getting extension of contracts, all of which shows to me that the commission is definitely working effectively.

**Mr. Allan:** I hate to take all that without just a touch of salt, Dr. Bounsall. I appreciate your comments and I will extend them to the commission.

I think I would have to indicate that the number of two-year contracts is in some ways the product of the rather extensive and somewhat slow negotiations during the course of the year. We wound up really dealing with two years and, as you say, approximately 50 per cent of the contracts for next year are already completed, most of them as a continuum of the negotiations which have been hard and protracted.

We have never had negotiations as difficult as they have been this year. For example, we have five times the number of votes this year than we have ever had on final offers and strike votes and things of this nature. We have had a considerable extension of the number of mediators we have had to appoint in certain situations. It's been a very difficult year of negotiations and I think it has been carried off pretty well, even with the bad situations Mr. Sweeney has referred to.

At present there are some 10 contracts outstanding out of the 227 that are negotiated each year. In those 10 contracts there is active participation by the commission and commission appointees. Maybe I shouldn't say this, but we certainly appreciate the assistance the minister gave in the most difficult one we have had this year.

**Mr. Bounsall:** Indeed. My perception is that, however the commission has become involved, and when it has become involved, the relationships between teachers and boards are somewhat settling down now compared



to what they were. Although there may be tough and prolonged negotiations, we are receiving settlements that extend over longer periods, and which seem to be agreeable to both sides. It is my feeling the commission has been at least partially responsible for the settling down of the feelings out there.

**Mr. Allan:** The commission wants to do more in this whole field of preventive mediation. You identify the situation in Windsor. I could indicate other places that have had difficulties—places like Wentworth and the Essex separate school—that have had the help of commission personnel or commission-appointed personnel. The commission really does wish to extend its program in this matter during the course of the next year.

**Mr. Cooke:** Could I just ask a supplementary on that? Maybe you have already covered Windsor but their contract will be coming up within the next year.

3:30 p.m.

**Mr. Allan:** They have a three-year contract, but—

**Mr. Cooke:** One year was retroactive, was it not?

**Mr. Allan:** Yes.

**Hon. Miss Stephenson:** It's 1981.

**Mr. Cooke:** So the actual bill will trigger in January or thereabouts of 1981. Is there any plan for the commission to get involved at an early stage through preventive mediation? Even though you did get the three-year contract which all of us were pleased with—I think it was the vindication of Bill 100—there could still be some overlapping bad feelings.

I have talked to a number of people in the Ontario Secondary School Teachers' Federation in that area and they say they were pleased with the three-year contract but they are looking to the board in 1981 to see whether or not it is really going to come through again.

**Mr. Allan:** I could only comment that besides anything we could do, I think a great deal was done by the board of education for the city of Windsor and the administration itself in terms of changing atmosphere and relationships, and I would suggest that would continue. The commission, if requested by the parties, would be anxious to become involved, but we do not really want to intrude in this matter unless it is at the request of the parties.

**Mr. Cooke:** Are there many boards that have gone the route of hiring professional

negotiators which was part of the decision in Windsor, and I think it has been good?

**Mr. Allan:** Yes, the officers made the difference.

**Hon. Miss Stephenson:** How many boards have—

**Mr. Allan:** I don't really have those figures at my—

**Mr. Cooke:** But it is a trend.

**Mr. Allan:** It certainly is a trend. No question.

**Mr. Bounsall:** Has additional staff been added to the commission in order that it can carry out the preventive type of service which really is—

**Hon. Miss Stephenson:** Not at this point. I am aware, as a result of a communication from the chairman of the commission, that there is a proposal being developed in the area of preventive mediation, an activity of which I am very supportive as a result of experience in the Ministry of Labour. This is being developed now within the commission and I would anticipate it will be coming forward sometime in the not too distant future.

**Mr. Allan:** We will have a program to present to the minister and the general public, and our target date is this fall term.

**Mr. Bounsall:** I don't want to take your time to comment on the changes in Bill 100, which I think will come out as part of the report, which would maybe help some of the time problems which boards and teachers feel they are in and ways in which the commission can become involved. Those times in the legislation may not be so important, if we have that preventive mediation service in place within the commission.

**Hon. Miss Stephenson:** I think they are probably both important.

**Mr. Bounsall:** Just to comment on the advisement on jeopardy, and the situation the commission is in. This will vary from situation to situation. In the Sudbury situation, now it is clear for grades 12 and 13 that there are negotiations with respect to extensions of the school day or year, and we are now choosing—

**Hon. Miss Stephenson:** More than just 12 and 13.

**Mr. Bounsall:** Those were the critical years because of—

**Hon. Miss Stephenson:** More critical.

**Mr. Bounsall:** —their going out and meeting certain admission requirements, more critical. We are now at the point where we

are choosing between various options and ways to extend. Now that has come into it, where we really had not had it that clearly in the picture in other situations, bearing in mind that determination varies according to the situation, it would be more difficult than ever for the commission to come down on a jeopardy position when that is always in the offing.

I can see their statements to the cabinet saying, "If there can be arrangements for these kinds of extensions such as took place in Sudbury—"

**Hon. Miss Stephenson:** First, what is educational jeopardy?

**Mr. Bounsall:** That is the root, the premise.

**Mr. Allan:** You are absolutely right. It is not going to help the problem in terms of helping your desires.

**Mr. Bounsall:** In terms of what people want to have—the Liberal Party in particular—an early statement that everything is in jeopardy very early on, I do not see how with that school year, school day extension option that can ever really be said.

**Mr. Allan:** It might be of interest in the particular Sudbury situation that, as you know, or maybe you do not, I was 10 years in Sudbury. I know the situation fairly well and I know a fairly large number of the cast of characters.

My contacts indicate that things moved into high gear in terms of actual classroom contact. The schools I have been able to contact myself have said that serious, complete attention is being paid, not just by the teachers, but by the students who recognize the seriousness of the situation. I was very pleased with that because there could have been a fair amount of tension. Instead they moved in quickly and well, according to these people whose opinions I trust.

**Mr. Bounsall:** I am certainly glad to hear that report. I wasn't aware of that. I hadn't had time to keep in touch with that end of the feeling but I am glad to hear that stated.

I have one major area of concern about the Education Relations Commission that I would like to bring out and that is its problem in continuing to be able to finance good mediation officers with the going rate of tariff under which they have to operate.

Now, \$35 a day does sound like a lot of money but for those mediators and arbitrators who really have experience that \$35 a day often doesn't meet their office costs. I say to the minister that I think we are very quickly going to have to build some flexibility into the commission for what they can

go out and get in a given situation in the way of experienced mediators and arbitrators.

I am not suggesting they have these people on staff, because I think with a staff mediator and arbitrator we are talking \$30,000 to \$40,000 a year for an office and at least half of a secretary. I am not talking about that at all, but that the tariff they can pay be increased so the commission has the flexibility in that given time when they know a strike is about to erupt, or when they really need someone to solve a situation and there are people out there who they know, that they can go out and get those people. I suspect they are in many cases limited and because of the tariff not able to go out to get those people who they know can be very helpful in the situation.

I know personally—I won't indicate their names—persons who have 15 or 20 years' experience in the field, but who are part of law offices which have said to them, "We cannot afford to let you out of our office at that tariff rate." Therefore, they are not available. They themselves would like to go, even at that low tariff rate and take that sacrifice with respect to cost, but it's the firm which now says, "You can't go."

I think we really have to do something about that tariff rate to allow the commission the flexibility to get the persons they feel they need in any situation. Let me just run down two very briefly.

In Peel they were able to get Ian Scott and John Sanderson, both very experienced, Sanderson having written a book on arbitration. They put in 100 hours or more in those negotiations. I don't know this personally, but I doubt if one could have gone back and said to those persons, "Come into the next one," such as Sudbury.

3:40 p.m.

The Peel situation only lasted 17 days once they were brought in, I think partly because of the expertise and the long years of experience of those two gentlemen. Whereas in Sudbury, if you look at the mediation-arbitration backgrounds of the people there, there was virtually no background in that kind of expertise.

This is not to detract from them personally at all. The Ontario Labour Relations Board appointment—and again, that didn't cost the commission anything, as far as I know, in terms of transfer—was Rick MacDowell, I believe. The Assistant Deputy Minister of Labour was involved. They were all good people, no question about it, but that particular person had a background of only one or two situations where he had done that kind of mediation.

Stephen Lewis is getting some experience and was a positive person, I would think, in that situation. But here, again, if one had the full scope to go out and put into those situations the best possible persons in terms of background in mediation, it might be someone else.

It is the tariff constraints and the type of budget under which they operate in this area which is potentially limiting, in the future, the expertise which the commission may be able to get and put into a situation.

**Hon. Miss Stephenson:** I will only make two comments about that. First, of the two you mentioned who were involved in Peel, one was involved in Lambton; the other was unable to be because of other commitments, but evinced an interest in doing it as well.

Second, I don't think we could have asked for more expert and more capable assistance than we received from Rick MacDowell and Vic Pathe. It would have been impossible to have done better.

**Mr. Bounsall:** I think as persons they are excellent and—

**Hon. Miss Stephenson:** Not just as persons but in terms of the expertise they brought to it as well.

**Mr. Bounsall**—so was the job they did. They have some additional experience now in Sudbury but compared to various experienced people around who are going to have a difficulty with the tariff, I appeal to the minister to do what she can with respect to building an increase into that so the board has flexibility and is not going to be limited in its choices because of that tariff rate.

**Hon. Miss Stephenson:** I don't think it is totally rigid right now, as a matter of fact.

**Mr. Allan:** At present we are paying only some of our mediators at the rate of \$35 an hour. Some of them are actually involved at \$25 or \$30. To be frank, we do have to lean on people in terms of public service. It is a little embarrassing in some instances, but I don't think, with the calibre of people you are talking about, they would back away from that kind of public service.

**Mr. Bounsall:** I quite appreciate that one should negotiate, which I think the commission does, to get mediators at the best possible rate for the province and for the commission. I would not want that to change. If one publicized that one could now pay up to \$55 a day, you might find everyone trying to get \$55 a day.

**Mr. Allan:** An hour.

**Mr. Bounsall:** An hour, sorry. I fully appreciate that we don't want to change

that attitude, but I do appeal to the minister to give the commission sufficient flexibility so that if it needs to go out, it is not limited by that tariff rate.

**Mr. Allan:** The commission made exactly the same presentation to the Matthews commission.

**Mr. Bounsall:** Oh, I wasn't aware of that. I suppose I should have been. Those are my remarks.

Item 1 agreed to.

On item 2, Languages of Instruction Commission.

**Mr. Sweeney:** I have a question. I am not sure whether it properly belongs under item 2, Languages of Instruction Commission or whether it might belong under item 4, council for Franco-Ontarian education. I will ask it and then if it's wrong we can redirect. It has to do with the question of enumeration of French electors.

**Hon. Miss Stephenson:** It is with neither.

**Mr. Sweeney:** Since it deals with the issue of French language instruction, where can I bring it up?

**Hon. Miss Stephenson:** It's for French language advisory committee members and that is a part of the legislation with which both groups, but particularly the council for Franco-Ontarian education, have had some input and concern. The actual activity belongs with neither of the two groups.

**Mr. Sweeney:** When we referred this question to the Minister of Revenue, he shared with us the experience he had when he attempted to do this in Ottawa and indicated that he does not want to try the same thing in Toronto.

If I remember correctly, he mentioned that your ministry might suggest to him the kinds of questions he could ask, or the procedure that he could use. I am wondering if your ministry, through whatever branch, is looking at this.

The second thing I would like to know is what we are actually trying to get at with this? There seems to be some confusion as to whom we are directing these kinds of questions and what we are trying to accomplish.

**Hon. Miss Stephenson:** The activity was an attempt to develop information about the francophone population of the province in the areas where there are French language advisory committees that would be interested in participating in the process to elect the French language advisory committee.



**Mr. Sweeney:** Could I stop you for just a second? Is it not true that the French language advisory committee reports to the Languages of Instruction Commission of Ontario?

**Hon. Miss Stephenson:** No. It is the committee of the local school board.

**Mr. Sweeney:** All right. Let me take that in another way. If there is a decision to be made that involves the local committee and there is some problem with arriving at that decision—

**Hon. Miss Stephenson:** If there is a dispute.

**Mr. Sweeney:** —then it goes to the Languages of Instruction Commission. Is that the reference?

**Hon. Miss Stephenson:** Then it can be referred to the Languages of Instruction Commission, yes.

**Mr. Sweeney:** All right, go ahead.

**Hon. Miss Stephenson:** The purpose of the activity is to try to develop information about those francophone electors who would like to participate in the election of the French language advisory committees. Right at the moment there is an interministerial committee attempting to find the appropriate solution to the problem.

**Mr. Sweeney:** Is it likely to occur in time for the 1980 municipal elections?

**Hon. Miss Stephenson:** We are working on it diligently right now.

**Mr. Sweeney:** Is it in the nature of a question that would be put on the normal enumeration form?

**Hon. Miss Stephenson:** There are a number of options which are being addressed. All of the possible alternatives are being looked at very carefully to see which is the most appropriate way to do it.

**Mr. Sweeney:** That was the only question I had on that one.

**Mr. Bounsall:** This has to do with the Languages of Instruction Commission. About every six or seven weeks people tell me they think they are having a problem in sorting out whether or not they should have this particular item or this particular decision being made by a board. I always say: "Oh, here is the phone number of the Languages of Instruction Commission. Give them a call." I never hear back from them, so I assume that something positive is happening when they call. That is the best test.

How many queries of that sort do you get from private individuals who think there

may be a problem arising? The calls I get are basically about French and what the board is about to do or what a trustee is about to do. Or they just want help in terms of what they should be doing to achieve a particular language endeavour.

**Mr. Filion:** We get many such requests which never fully develop into an official referral, because we do give advice and information when we can. They deal with the matters that are listed in the act under the rights and privileges of a French language advisory committee. When they cannot come to an agreement at the local level, they may refer these questions to the commission. We get two or three telephone calls a day dealing with these.

The most important thing, and we tend to forget it, is that the mere existence of the commission often serves as a deterrent. The boards will try to avoid having the French language advisory committees go to the commission, perhaps for fear of publicity.

**Mr. Bounsall:** These are primarily questions related to French from across the province. Should I be sending them to the French language advisory committee before I send them to the commission?

**Mr. Filion:** Normally, yes. When they cannot come to an agreement at the local level they approach the regional office. If that does not work out, they may appeal to the commission after a waiting period of 30 days.

We are open for advice if they come directly to the commission; we will not turn them down. We will try to help them if we can, and, if necessary, refer to the legislation branch of the ministry to see what we can get for them.

3:50 p.m.

Item 2 agreed to.

On item 3, Provincial Schools Authority.

**Mr. Sweeney:** I have a question which I raised earlier with the minister and was advised I should defer until this time. That was a reaction to the booklet entitled, Education in Correctional Institutions. I believe I referred to the minister at that time a number of serious concerns about the quality of the education that was being offered there. At that time the minister pointed out to me that the educational component does come under her ministry.

I wonder if she could react to that document. Mine is dated January 1980. I assume that the minister has had a chance to familiarize herself with it and to discuss with her own officials and also, I hope, with repre-

sentatives of the Provincial Schools Authority teachers, just how she does react to it.

**Mr. Saunders:** Is that the book that was written by a Miss Winzer?

**Mr. Sweeney:** Yes.

**Mr. Saunders:** I think that addresses strictly the adult correctional institutions, does it not?

**Hon. Miss Stephenson:** Yes.

**Mr. Saunders:** They are the responsibility of the Ministry of Correctional Services.

**Mr. Sweeney:** I understand that applies to the operation of the correctional institution. I thought I was given to understand by the minister that the educational component within that comes under the jurisdiction of her ministry.

**Hon. Miss Stephenson:** If I said that, I was mistaken. It does not.

**Mr. Sweeney:** That's why we deferred it. In other words, no part of the educational component in the adult centres comes under the direction of the minister. It is totally under the direction of Correctional Services.

**Mr. Saunders:** Yes, that is the case.

**Mr. Sweeney:** Does it in any way come under the Ministry of Colleges and Universities?

**Hon. Miss Stephenson:** Not to my knowledge.

**Mr. Sweeney:** That was the only question I had, Mr. Chairman.

**Mr. Bounsall:** Could I ask how the labour relations feelings are now between the Provincial Schools Authority and the other side? At the time of the last negotiations things seemed to be going from bad to worse before a contract was finally achieved. I was thinking it would be nice if we had the equivalent of an education relations commission to go in and sort out any problems and thus avoid what appeared to me to be a potential for escalation of feeling.

**Mr. Saunders:** We have not been aware that there has been any real problem in the relationship between the federation and the authority. Negotiations have always been prolonged. I would think there would be the same situation in a school board. Negotiations are going to be prolonged when the federation presents a series of requests which the board feels it cannot meet.

We have tried to be as accommodating as possible. I think in the end we have reached agreements which in many ways are much more sophisticated from the teachers' point of view and therefore more disadvantageous

to the management than is the case in most school boards.

**Mr. Bounsall:** When does the present contract come up for renewal?

**Mr. Saunders:** We have an agreement now until August 1981.

**Mr. Bounsall:** You indicated the tough negotiations that go on. Do you feel the relations are such there is a feeling of good faith between yourself and the federation? Or are you concerned, perhaps, over slipping into a different situation?

**Mr. Saunders:** I think the climate is pretty good. I do not know what the causes are, but the difficulty this past year from our perspective has been that the federation's executive itself has had a great deal of difficulty making decisions. It seems to have been a very divided group. Only when it got to the crunch in negotiations and only with mediation and a lot of pressure were they able to make some of the decisions that were necessary.

I am sure that the things that were achieved in the end in the agreement for 1979-80 and 1980-81 are things that would have been there in the agreement last November.

**Mr. Chairman:** Thank you very much, Mr. Saunders.

**Mr. Sweeney:** I am sorry, Mr. Chairman, I had forgotten one question. I don't know who can properly address it. I remember concern being expressed at the time the Matthews commission was set up that the Federation of Provincial Schools Authority Teachers would not be included under that review. To what extent are they included in anything like Bill 100? Could they not be included under the Matthews review?

**Hon. Miss Stephenson:** Anyone who is interested could make a presentation to the Matthews commission whether it had an active participating role in the commission or not. There was no exclusion of any group in terms of presentations to the commission.

**Mr. Saunders:** The federation did in fact make a presentation to the commission.

**Mr. Sweeney:** I understand the concern expressed was that whatever the Matthews commission takes into consideration, its findings will not necessarily apply to the federation or to the teachers within the federation.

**Hon. Miss Stephenson:** That is true. However, if there are major implications for the relationship between the Provincial Schools Authority and FOPSAT, the ministry would certainly have to look at the recommenda-

tions of the Matthews commission in the light of that relationship. But they won't necessarily have direct implications for—

**Mr. Sweeney:** Is that because of the difference in employers? In one case it is the minister, and in the other it is the local board.

**Hon. Miss Stephenson:** Well, there is a difference, yes.

**Mr. Sweeney:** Obviously. But is that the reason why there wouldn't be the same problems?

**Hon. Miss Stephenson:** It was my understanding that Bill 100 was not developed to encompass that relationship. It was developed to encompass the board-federation relationship.

**Mr. Sweeney:** So it is the employer-employee relationship that distinguishes the federation from other teacher groups.

**Hon. Miss Stephenson:** From the other group, yes.

Item 3 agreed to.

On item 4, council for Franco-Ontarian education:

**Mr. Bounsall:** Are you happy with the planning and what you are able to achieve for Franco-Ontarian education?

**Mr. Chenier:** Yes. When we look at what has been accomplished in recent years I think we can say we are happy.

**Mr. Bounsall:** Has anyone spoken directly to making changes in the Registry Act in order to take French out of that act as a foreign language? Is it your group that would do that?

**Mr. Chenier:** No. That is not a function of the Ministry of Education as I understand it. The council is strictly Ministry of Education and Colleges and Universities.

**Mr. Bounsall:** You deal only with the education side.

**Hon. Miss Stephenson:** Yes.

**Mr. Chenier:** Yes. I believe you are thinking of the Council for Franco-Ontarian Affairs.

**Mr. Bounsall:** They would speak for them on that point.

**Mr. Chenier:** Yes.

**Hon. Miss Stephenson:** Our council relates specifically to educational matters at all levels.

**Mr. Bounsall:** How many queries do you get a day with respect to problems in Franco-Ontarian education?

**Mr. Chenier:** We do get queries. It is not really the basic purpose of the council to provide information, although we do it gladly, of course. Our basic mandate is to provide input, recommendations and suggestions to the deputy minister.

Because we are known as a French-language component of the ministry, we very often do get queries relating to French language education and to French as a second language. It is not the role of the council to provide information in the same sense as the Languages of Instruction Commission does, for instance.

4 p.m.

**Mr. Bounsall:** So you would say that I have been correct in referring problems and questions to the commission rather than to your council?

**Hon. Miss Stephenson:** In actual fact you should be referring it to the French language advisory committee in the area.

**Mr. Bounsall:** In many cases they have already contacted the French language advisory committee. It may be a case of some differences or frustration that the French language advisory committee has met with. They are not necessarily either on—

**Hon. Miss Stephenson:** In that instance it would go to the LIC.

**Mr. Bounsall:** It seems as though I have been referring them to the right place.

What new areas of endeavour or planning is the council working on now? Has it recently done so or is it about to make recommendations to the ministry?

**Mr. Chenier:** That is a rather difficult question for me to answer. The council for Franco-Ontarian education is really an internal council of the ministry. It is not the same sort of council as the Council for Franco-Ontarian Affairs, for instance, which is a public body that informs the general public of its positions. It will take a position publicly.

We are an internal part of the Ministry of Education. Our suggestions are directed to the deputy and to the minister in the same way as recommendations coming from other assistant deputy ministers. Our debates are not in a public forum to the same extent. I find it a bit difficult to answer your question because of that.

**Hon. Miss Stephenson:** One of the major activities of the council at the present time is an examination of its structure, relationships and channels of communication. It is a very important part of the activity which



the council has been involved in for the last several months.

The new assistant deputy minister is in place part of the time, but he will not be here full time for another month or so.

**Mr. Bounsall:** The council, then, is an advisory body on Franco-Ontarian education to the ministry and within the ministry. They are the group being consulted about the establishment of French language school boards, particularly in the Ottawa area?

**Hon. Miss Stephenson:** Yes; that and all other matters related to French language education. The assistant deputy minister participates in all of the meetings which are held about all subjects in the Ministry of Education and the Ministry of Colleges and Universities to ensure that there is a franco-phone point of view and participation in all of the discussions that we have.

**Mr. Bounsall:** Are we going to get a resolution of that Ottawa situation, Madam Minister? It seems to me such an obvious area for a French language school board. It could potentially cut down the number of school boards, not increase them. One proposal I have seen is for one public, one separate and one French language board for the whole area.

**Hon. Miss Stephenson:** Agreed to by whom?

**Mr. Bounsall:** There seems to be a lot of willingness to talk about that; no one is unwilling to consider it. The only thing is you get the public board saying: "Well, maybe there should be two. Where do we draw the dividing line?"

It seems to me it shouldn't be simmering for so long. When are we going to get a solution for it?

**Hon. Miss Stephenson:** To my knowledge, at this point there is no agreement between the two separate boards and the two public boards that there should be one board in each instance; nor has there been for some time.

**Mr. Bounsall:** I suppose I am concerned that the ministry play a positive role in trying to get something like that achieved, rather than somehow preventing the establishment of a French language school board there.

**Hon. Miss Stephenson:** I think the possibilities were encompassed in the green paper for modification of structure and modification of the area of jurisdiction as far as the public boards were concerned. The matter of the separate boards has not been directly addressed at this point.

**Mr. Bounsall:** As one of my final questions in this area I want to refer to a possible proposal for a new Canadian constitution. Do you see a proposal from Ontario for the right of Franco-Ontarians to have French language school boards?

**Hon. Miss Stephenson:** Certainly the basis of our proposal to the Ottawa and Carleton boards was that we saw the necessity for greater participation by francophones in the direction of the French language educational institutions.

I believe the matter you have raised will be an item for negotiation in constitutional talks.

**Mr. Bounsall:** One would hope Ontario would put that on the table as the position Ontario would like to see taken across the country.

**Hon. Miss Stephenson:** The position I am aware of at this point is that the right to education is one which should be included in the plans.

**Mr. Bounsall:** But not the administration of it?

**Hon. Miss Stephenson:** I am not at all sure that that is a part of that proposal which the Premier (Mr. Davis) has made on several occasions. I would have to go back and read the proposals. I am not sure, at this point, whether it is included or not.

**Mr. Bounsall:** We certainly hope that the minister and the ministry will be supportive of the position, for Ontario and for Canada, that where it is requested and a reasonable argument can be made for it such a board should be established.

**Mr. Sweeney:** One of the most contentious issues that has been facing the province in recent years has been the conversion in certain jurisdictions from a mixed language or bilingual secondary school to an all-French secondary school.

To what extent does the council advise the minister on criteria for that decision? I recognize, and I am sure the minister does as well, that there are a lot of local circumstances that must be taken into consideration. But this process is going to continue; there are going to be other areas after Cornwall, Sturgeon Falls, Essex and Penetang. I don't think either the minister or I would feel that is the end of it.

What sort of guidelines or administrative policy positions, and what sort of factors and criteria have been, and will be, taken into consideration? It just seems unreasonable that we reinvent the wheel in each community.

**Hon. Miss Stephenson:** The role of the council for Franco-Ontarian education has been particularly important in providing information to us regarding the kinds of policies that should be developed in relation to the provision of French language education.

I am sure the council, in its deliberations, takes into account all kinds of factors: the population, what is being provided at this point, what really needs to be done in a certain area because of the influences which may be of significance in terms of the preservation of culture and language. It provides, as I said, assistance in the development of policy.

I think we all have to recognize that the matter is one that must be decided upon at the local level. It is the local board's responsibility, with the assistance of their French language advisory committee, to develop the appropriate kinds of arrangements in the light of the requests and aspirations of the population in that area.

You may think that is reinventing the wheel.

The October 5 policy, which I think was very clearly enunciated, stated that we were willing to be of assistance, and our modifications in the general legislative grants this year obviously will be of assistance in the establishment of programs in the 35 areas where there are still mixed schools within the province. There is a great deal of activity going on in all of those.

4:10 p.m.

In many instances the boards, with the help of their French language advisory committee, have made the decisions about what it is they are going to do; and they are proceeding in that direction. Some of them, as a result of that discussion and negotiation, have decided to retain what they have at the present time; some of them are expanding French language offering significantly; some of them are moving to the development of homogeneous French language entities. The whole operation is going on apace right at the moment.

**Mr. Sweeney:** Is the council able to anticipate for you where the next centre of potential conflict is and, from what is known about this particular area, to suggest the best way for you to begin to proceed, so we don't run through a year, two years, or three years of conflict?

I guess what I'm asking for is a little bit of vision, a little bit of getting ready for what almost appears to be inevitable. At the same time—I support the minister in this—

recognizing the need for some local autonomy—

**Hon. Miss Stephenson:** The council most certainly does provide advice, as do our field offices. From both sources we get information which helps us to know there are activities which may need to be pursued.

**Mr. Sweeney:** Would it be reasonable to ask, on the basis of your forward looking or forward planning, whether the bulk of the existing 35 mixed schools will become French language schools, or that there will be a French language school in those areas? What is the drift?

**Hon. Miss Stephenson:** I'm not sure I can say that at this point. What is happening is a great deal of discussion about the needs of the French language community in all of those areas. Agreement has been reached in certain areas.

A major component of that October 5 statement was that the ministry would review the situation on a very regular basis where decisions were made not to change dramatically, and would be willing to provide a great deal of assistance to boards in which it would appear that changes were appropriate. But I can't tell you right at the moment what the overall drift is.

As I said, a significant number have decided that for the time being the appropriate thing to do is to retain the mixed-school concept with a marked increase in French language offerings in most instances. A significant number is also considering the possibility of homogeneous entities. There are others that, because there is a possibility of a building becoming available, will be moving in that direction as well.

**Mr. Bounsall:** Judging from the Globe and Mail story this morning, at Oakville or Burlington—I forget which—

**Hon. Miss Stephenson:** That was an immersion program.

**Mr. Bounsall:** I'm aware of that. But judging from that story—and there is no reason to doubt the facts; the reporter presented them as he got them from the board—I can see it becoming of great interest to that community in six or seven years to have a French language high school to accommodate what appears to be the majority of first-year students in that area who are choosing the French immersion program. I have no reason to doubt the board's statements in this regard as it was reported this morning.

**Hon. Miss Stephenson:** As Andre has told you, the programs for French as a second

language do not fall within the ambit of the council on Franco-Ontarian education. But it is a matter which obviously must be addressed because of the relatively large number of anglophone students who will very shortly be graduating from French immersion programs at the elementary level and have aspirations to either a totally French language secondary school program or a major mixed program. That's a matter all of us are looking at right at the present time.

**Mr. Bounsall:** How do you feel about the Oakville-Burlington area? I assume it has very few francophones yet it has high interest in the French language, which may result in a desire for a French language secondary school in this area as this wave hits high school age.

How do you feel, as a Franco-Ontarian, about dealing with the wishes of the Anglo-Ontarian for French language education and French language high schools? Do you feel at all ambivalent about that? I'm asking about your feelings.

**Mr. Chenier:** As a Franco-Ontarian it is certainly comforting to know that French is gathering popularity. I don't believe there is any way that the Franco-Ontarian community could survive in Ontario without the empathy, the support of the vast majority of anglophones. This increasing interest in French as a second language is a very concrete demonstration that not only attitudes are changing but also intentions; people are doing something about the French fact in Ontario in a very concrete way. I think there is nothing but good news for the Franco-Ontarian community in that phenomenon.

**Mr. Bounsall:** My last topic is one Mr. Sweeney also touched on. In the advice and information you give to the ministry in these situations, are you speaking to how one can decrease the length of disputes and suggesting tactics that may be taken with the board and so on?

When a recommendation for a separate facility comes in from the appropriate group in a community—probably the French language advisory committee in the first instance—are there considerations under way to see how one can reduce the length of the dispute that seems inevitably to arise? Are there tactical, strategic pieces of advice being given? Are you considering that at all?

**Hon. Miss Stephenson:** All kinds of advice, as a matter of fact, about the way in which we can—

**Mr. Bounsall:** It's just not taken.

**Hon. Miss Stephenson:** Oh, yes, it is.

**Mr. Bounsall:** That's where you disagree with your deputy. Now we find out. Now we find another area.

**Mr. Chenier:** If I may add something to this discussion, Mr. Chairman, it is that in our discussion of the French language we seem to focus attention on the disputes that arise; and I guess that is understandable. We seem to forget the very positive, probably less visible accomplishments that have been realized in recent years.

Members of the council sometimes feel a bit frustrated to always be associated with negative and difficult circumstances when so much has been done with the involvement of the council, the other francophone members and the full staff of the Ministry of Education. I think full credit should be given to all of them.

**Mr. Cooke:** We had one week of harmony last week. We can't continue it.

**Hon. Miss Stephenson:** We might.

Item 4 agreed to.

Vote 3103 agreed to.

**Mr. Chairman:** This completes the estimates of the Ministry of Education.

**Mr. Bounsall:** We won't be back for two and a half years, you know. The estimates are probably slated for the fall of 1981. Won't an election intervene in 1981?

**Hon. Miss Stephenson:** In June, isn't it?

**Mr. Bounsall:** I said the fall of 1981. Maybe it will be spring or fall of 1982 before we are back.

**Mr. Chairman:** I just want to thank the minister, the ministry staff and the committee for their co-operation throughout.

**Mr. Cooke:** If it is in the fall of 1982, the minister will be the critic.

**Hon. Miss Stephenson:** Keep on thinking, David. John is hoping to be up here.

**Mr. Chairman:** I just wanted to mention that Dr. Parr from the Ontario Educational Communications Authority has extended an invitation for the committee to visit the facilities. I indicated that I would put that before the committee. If any members would like to do that, and I would encourage you to do so, would you let Doug Arnott, our clerk, know that you would like to go?

The tentative dates that we have for this would be next Thursday morning—that is, a week from tomorrow—or the following Thursday. If you have a preference, kindly indicate that as well.



4:20 p.m.

**Mr. Sweeney:** I don't have my date book with me.

**Mr. Bounsall:** Those dates look okay for me, depending upon the members' services committee. This coming Thursday, May 22, would probably be the most appropriate time for me.

**Mr. Chairman:** Perhaps we can aim for that and if there is any problem we—

**Mr. Sweeney:** Doug can check with me after I check my book.

**Mr. Bounsall:** On behalf of Mr. Leluk, I want to ask if that involves breakfast or lunch?

**Mr. Chairman:** We will try to arrange one or the other, or both.

**Hon. Miss Stephenson:** Why wasn't that on your own behalf?

**Mr. Chairman:** We will ask the minister to put on her other hat so we can carry on with the estimates of the Ministry of Colleges and Universities.

#### ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

**Hon. Miss Stephenson:** This afternoon I am pleased to introduce the post-secondary section of the 1980-81 estimates with a relatively brief statement outlining a few particularly important developments since this committee debated the 1979-80 estimates last fall.

Between 1976-77 and 1978-79, our universities experienced, for the first time in many years, an actual decline in overall enrolment. This decline, which was approximately 2.9 per cent, was not across the board. Enrolment in engineering, applied sciences, the health professions and the social sciences continued to grow, while enrolment in mathematics and the physical sciences remained steady. The declines occurred in education, the humanities and life sciences.

These enrolment declines possibly reflect student reactions to employment prospects. Graduate surveys have confirmed some decrease in employment opportunities in those fields mentioned last.

I am pleased to note that the decline in university enrolment was arrested in 1979-80. It has been particularly interesting to see the large increase in university part-time enrolment which, at the undergraduate level, is up 6.7 per cent over the previous year.

Preliminary statistics on applications for admission for fall of 1980 are again encouraging, with the number of applicants for admission to first year being increased by

5.9 per cent over the same time last year. The trend towards programs in which students perceive brighter employment prospects appears to be continuing.

In three or four years' time, the population in the age group 18 to 27 will begin to decline. Ninety per cent of the full-time undergraduate university enrolment is drawn from this age group. Universities and colleges have been made aware of the possibility of a 21 per cent decline in this age group and the need to plan necessary adjustments. It is my hope that they will pursue a co-operative approach in this activity.

As far as the university system is concerned, the institutions themselves must play the major role in reacting to these changes. Government policy has already introduced two initiatives intended to prepare the university system to accommodate them—a near moratorium on capital construction in 1972, with changes in the funding formula to de-emphasize enrolment and moderate the effects of enrolment shifts.

It is not enough, however, to be content with what has been done in the past. In the future we must ensure that our funding policy is geared to reality and encourages sound financial management and well-planned academic activities in our universities. Even if enrolment decreases we must ensure that the research and public service activities of the universities continue at a reasonable level.

The recent modifications to the funding formula were aimed at providing a stable research and public service base. Both the ministry and the Ontario Council on University Affairs have been monitoring the funding practices here and in other jurisdictions. We must continue to review our policy to ensure its continuing appropriateness. We expect that the Ontario Council on University Affairs will continue its study and analysis to see if modifications can be made in the present funding policy to improve it, or if possible alternative funding policies can be devised. As that review proceeds the council will undoubtedly keep me advised of its findings.

The employment of students is a matter of great interest to the Ministry of Colleges and Universities. Monthly labour force data continue to indicate much lower unemployment rates for youth with university degrees or other post-secondary certificates or diplomas, compared with those for youth without these qualifications.

Last summer Statistics Canada released a survey of 1976 college and university graduates. In June 1978, two years after graduation, the full-time employment rate of both

university graduates and college graduates was 89 per cent. There was, however, considerable variance between fields of study.

It is commonly suggested that our universities overemphasize theoretical studies at the expense of more practical studies. We estimate, however, that nearly 45 per cent of undergraduate enrolment and almost half of master's level enrolment is in professional programs or programs which are career-oriented.

Some concern has developed in industry about shortages of accountants, engineers and technologists, although the shortage is primarily for persons with three to 15 years' work experience. I think both the universities and the colleges have increased their intake into full-time enrolment in these fields of study, and we hope that through increased part-time study experienced employees will upgrade their qualifications to help meet these needs.

The ministry will continue to examine the early employment experience of graduates. An employment survey of 1979 university graduates is under way now and will complement data in our annual college placement report and provide information on employment trends.

Both our colleges and universities make a direct contribution to the cultural life of the communities in which they are located. In the fall of 1978, there were 90,000 registrations in general interest courses in universities and colleges. Universities are showing a considerable awareness of the needs of adults who are past the normal age of university attendance. Seven universities in the province offer instruction and credit courses by correspondence, and most universities are offering free tuition to senior citizens.

But the community service of the universities goes beyond the offering of courses. Many of our universities operate community health services such as medical and dental clinics. They provide public lectures, concert series, art galleries, speakers' bureaus, museums, observatories and many sports and athletic activities. The staff of our universities assist local service clubs and youth organizations and local employers in a variety of ways.

The universities and colleges contribute immeasurably to the economy of this province through the training of highly qualified and skilled manpower. They produce not only professionals and highly skilled technicians, but also generalists whose exposure to the more theoretical arts and science disciplines has taught them to be highly

flexible self-directed learners. These should be able to adapt more easily to rapidly changing labour market conditions.

The universities also contribute to the province's economic and cultural development in other ways. The basic and applied research activities of the universities address the pressing problems of the 1980s in agriculture, economics, energy, health, the environment, national affairs and international activities, while continuing to explore more fundamental issues pertaining to the human condition and the advancement of knowledge.

I shall cite just a few examples of some of the many research projects under way at this time in Ontario universities.

In the energy and related fields we have research into the development of hydrogen as a fuel. In agriculture there is a project on the development of nonchemical approaches to pest controls. Research is also under way in the area of sonar applications in communications and laser research on electro-optics, computers and signal processing, and interurban transit as well. These are merely examples of applied research that is taking place in addition to the work in basic, theoretical research.

4:30 p.m.

In 1978-79 Ontario universities attracted funding for sponsored research totalling \$144,783,000. Moreover, it is estimated that about \$196,925,000 of our provincial operating grants were applied to independent research.

Scientific research policy, until recently, was largely the preserve of the federal government. The recent increase in the budgets for co-operation with the provinces on the implementation of new programs are encouraging signs of commitment for the future.

We shall, nevertheless, remain vigilant and increase our capacity to monitor the impact of research policies upon Ontario's economy in order to take corrective actions if necessary. We are also attempting to determine whether specific areas, where Ontario's needs do not fit within the federal programs, can be supported through provincial initiatives.

From time to time discussions arise as to whether the present structure of post-secondary education in Ontario is adequate to meet the current and future industrial manpower needs. There has been considerable argument, particularly from Ryerson Polytechnical Institute, to the effect that more polytechnical education is needed to meet our society's requirements.

A study of polytechnical education in England and Wales is expected to be finalized in the very near future. While the experience of other jurisdictions is always interesting, I frankly doubt whether it is reasonable to expect that systems developed to meet the needs and traditions of one country can be profitably applied to another. The ministry will be using this study, along with an analysis of programs within our universities and colleges, to see to what extent polytechnical education is already adequately developed within the province.

Let me elaborate. Ryerson offers a wide range of programs, including the following: theatre, radio and television arts, secretarial science, business administration, hospitality and tourism management, nursing and other allied health services, technology and various social sciences. However, our universities and colleges of applied arts and technology are also offering programs in each of these fields.

If the programs I have named are polytechnical in nature, in what respect do they cease to be polytechnical if they are offered by either a university or a community college? Is it a matter of duration, of intensity, or of something else? This we intend to find out. If there are gaps in the polytechnic section of education, we shall certainly move to close them.

Of more immediate concern, however, is our chronic deficiency in the skilled trades area. As you know, Mr. Chairman, we have mounted a number of important initiatives to meet this deficiency. In the field of apprenticeship a master plan is in the process of development. Its objective is to achieve 12,000 additional active apprenticeships in two years, with a five per cent reduction in drop-out rate in 1980-81 and a 10 per cent reduction in drop-out rate in 1981-82.

Such a plan requires a number of related developmental activities concerning provincial advisory committees, trade regulations, training schedules, curricula and examination schedules. These are under way.

In addition, there is a need to augment field staff. A number of these have already been hired and are in position. Data entry operators for the new computer system have been selected and will begin work in the very near future.

However, none of these arrangements will be effective unless young people in the secondary schools can be made aware of the opportunities and unless appropriate transitional programs are developed. One response to this need is the linkage program—which

has already been discussed—which is designed to identify young people who have an interest in and the potential to enter the skilled trades sector of the work force. By linking students early with a trades training track, they can accomplish in advance the basic in-school training course for the apprenticeship, thereby reducing the time required to complete an apprenticeship program.

As of January 31, 1980, 11,422 students in 114 schools within 14 school boards were enrolled in the occupations presently within the linkage. The enrolment breakdown is: cook, 833; baker, 500; hairdresser, 459; machinist, 8,843; millwright, 619; major appliance repair technician, 108; and retail meat cutter, 61.

In co-operation with other provincial and federal personnel, a critical skill shortage list of eight occupations has been formalized for the province. Employers connected with these skill shortages will be given special financial assistance to encourage their involvement in training programs. Fitter-welder and instrument mechanic are two new skill areas which have been defined as being in short supply.

The number of community industrial training committees sponsored under the employer-sponsored training program is now 52: 47 associated with specific geographical areas and five representing various associations. Fifteen letters of intent have been signed on behalf of respective CITCs and the provincial and federal governments regarding specific training proposals. Nine hundred and fifteen trainees were enrolled as of March 1, 1980. Enrolment over a three-year period is projected at 3,255. To date there have been 327 completions.

To co-ordinate fully the Canada Manpower industrial training program and the training in business and industry programs, new guidelines have been written for each of these areas of activity. The total number of people enrolled in these programs for 1979-80 was 21,226 and 84,290 respectively.

In 1979-80 the Ontario Career Action Program placed 7,235 trainees in work experience programs with 4,430 companies. Seventy-seven per cent of these trainees continued in employment after the termination of their OCAP contracts.

The colleges of applied art and technology play a key role in the provision of technically trained manpower at a variety of levels. Early in the 1979-80 fiscal year it appeared that a significant number of fully qualified Ontario applicants would not gain admission to the colleges because of a shortage of operating funds. On the basis of the moneys budgeted at that time the colleges were planning to in-



crease their first year enrolment by a total of about 1,800 in September. In June 1979 a special additional operating grant of \$7 million was provided to the colleges to cover the direct academic and educational resources cost associated with the admission in September of a further 4,000 students.

To maintain this increased enrolment level the \$7 million has been increased to \$12.9 million for the 1980-81 fiscal year. Based upon the applications received to date a further enrolment increase is anticipated in the colleges of applied arts and technology in 1980-81.

Each year the ministry compiles statistics on the success of college graduates in obtaining employment following graduation. In 1979 there were 18,591 graduates from the colleges, an increase of 4.4 per cent over 1978. As of November 15, 1979, 89.2 per cent of the 1979 graduates who were available for employment had obtained jobs. This is a significant increase over the 85 per cent employment rate of the 1978 graduates as of November 15, 1978.

In 1979-80 the ministry began phasing in a new funding mechanism for the community colleges, the principles of which had been recommended by the council of regents. In order to introduce this new funding mechanism as expeditiously as possible and with a minimum of disruption for the colleges, a task force on the implementation of the funding mechanism has been established under the chairmanship of the chairman of the council or regents. This task force, which has representation from the ministry, the colleges and the council of regents, has the responsibility for refining the new funding mechanism and finalizing, by October 1980, the arrangements for its implementation.

The regional schools for nursing assistants do not attract as much attention as the larger systems, but they nevertheless provide a significant service, which is also evolving to meet changing needs.

A case in point is the program for the care of the elderly, which has been revised and strengthened within the standard basic curriculum guidelines to provide increased emphasis upon the later years of the life cycle. The objective, of course, is to help to create greater understanding of ageing, of the elderly and of the worth of the elderly. The new program now requires a minimum of 200 hours of relevant experience within the community in agencies providing care for the elderly, such as nursing homes and homes for the aged.

4:40 p.m.

The Ministry of Colleges and Universities is responsible, as well, for the regulation of the private vocational schools in this province. The number of these schools is increasing at a rate of about 12 to 15 a year. In 1978 there were 164 registered private vocational schools in Ontario with a student enrolment of approximately 80,000. In 1979 this had increased to 175 registered private vocational schools.

These schools provide vocational training in residential schools, by correspondence, or by a combination of both, in over 80 different post-secondary level vocational areas as divergent as secretarial work, electronics, deep-sea diving and salvage.

This government continues to be concerned about the accessibility of post-secondary education to all students in Ontario. These estimates reflect increased funding in a number of student assistance programs.

Personal and living costs have been increased under the Ontario Student Assistance Program by \$7 from \$65 to \$72 per week of study. This increase applies to students studying away from home. The additional need, resulting from tuition fee increases at Ontario colleges and universities, will be met through increased grants or loans to students qualifying for assistance under the Ontario Student Assistance Program.

The merit-based Ontario Graduate Scholarship Program now stands at \$1,630 per term. This has been increased to offset the effect of tuition fee increases in universities in 1980-81.

Students who could not apply for grants in 1979-80 because they had already completed the equivalent of four years of post-secondary study will receive a remission of 50 per cent of their 1979-80 loans in excess of \$500 per term for the September 1979 to August 1980 period of study.

Students whose parents have gross assets in excess of \$250,000 will not be precluded from applying for assistance. During the 1970-80 period such students could only apply upon appeal. In 1980-81 only the net assets of parents will be considered in the calculation formula. A small change has been made in the consideration of assets for married students to equate the handling of assets for married students with those of single students.

These are just a few of the items we have been dealing with since we last met in this committee. I look forward to a continuing vigorous discussion over the next 10 hours well, nine and a quarter hours—as we review the estimates for the post-secondary sector in the province.

**Mr. Sweeney:** My opening statement consists of two parts. One is, for want of a better expression, a sort of philosophical statement of what I think some of the problems are and what we perhaps should be doing. The other contains some more pertinent comments in specific areas.

These latter deal with five areas: the accessibility problem, particularly in relationship to a number of studies that have been done recently and some ongoing studies that the ministry is involved in; the whole question of research and development; the question of funding the system; the problem that university faculties are facing at the present time; and the question of skill training. However, I will give just the first part of my opening statement and pick up these others when we meet next.

**Mr. Chairman,** and through you to the minister, let me pick up on a point that we discussed briefly during the Ministry of Education estimates—the distinction between the perception of the problems in education and what might be the reality. I think we made it very clear at that time it is the perception that guides people's attitudes and, in many cases, their activities and their behaviour.

First, I want to talk about what I sense is the perception of post-secondary education in this province, which I must say does diverge somewhat from the reality. But it is the perception I am dealing with. I hope what will flow from this is a discussion of how accurate that perception is and what we may do about it.

I suggest that there are few ministries of government today so universally drawing expressions of concern and, to a more limited extent, expressions of criticism, than this particular ministry, both from within and outside the system. I make that distinction because on the one hand we have the people who are actively and directly involved in the process itself and who express their particular concerns and aspirations for change. On the other hand we have those people who receive the graduates of the schools, or who are able to observe them both as students and as graduates. It would appear from my reading of the picture that from both angles there is a considerable amount of concern.

There is the Council of Ontario Universities, which primarily represents the presidents of the universities. I am sure we would all agree that they are in a position to know what is going on. They have expressed considerable concern about the funding that is being directed to the universities and about the effect of that on the universities.

If we move to the Ontario Council on University Affairs, which is the primary advisory body to the minister, for the last three years, at least, there have been ongoing and deeply expressed attitudes of concern, which culminated last fall in the document, *System on the Brink*. The minister will be well aware that this document has drawn considerable reaction from every element in the post-secondary educational system.

Then we move on to the Ontario Council of University Faculty Associations and their expression of concern about the system as a whole, what is happening to their own members and what is happening to the students they teach. Next, we come to the Ontario Federation of Students, who are certainly the ones to whom the entire system is directed, and their continuing expressions of concern.

The point I am trying to make is that every element in the system has continued, particularly over the last few years, to express vocally and in writing deep concerns about where this system is going and the impact they perceive it to be having compared to what they would like to see.

Moving outside of the system, we have observations from people in business and in industry and from society in general about their concerns. We had last year—and we made reference to this the last time—a business person of the stature of John Panabaker, the president of Mutual Life Assurance Company of Canada, speaking as the chairman of the board of McMaster University and on behalf of the other boards of governors of universities across the province. I am not going to repeat the kinds of things he said; we drew attention to them last year. But he is a spokesman, not just for the boards of governors, but also for many businessmen who have viewed the system and express concern about the way in which the system is being funded and about what is happening to the system as a result of that.

4:50 p.m.

We have considerable expression of concern coming from society in general about their perceptions of what is happening to the quality of return on their financial investment in education.

Finally, we have from every quarter serious reservations being expressed about the perceived decline in research and development, about the effect of this decline on the economy and society of this province and on the role which the province plays in Canada and on the international stage.



I begin these comments by highlighting, once again, that from whatever source you choose to select there is a considerable amount of concern, of disenchantment over what is happening with the system, all of which leads to the conclusion that something must be done. One of the problems I have had and no doubt will encounter again is that the minister appears to view these kinds of expressions of concern negatively and defensively, rather than increasing the opportunities to discuss them with the people who express them and to make genuine plans for the future.

I notice the smile on the minister's face. I am sure, Madam Minister, that once again it is your individual perception that the kinds of things I say should be done are happening. But I can tell you quite clearly that, from the viewpoint of someone like myself who has an opportunity to speak to many of the people outside of this room—certainly outside of the legislative chamber—that, in fact, is not what happens.

You are viewed as someone who treats expression of concern from a negative, defensive and critical point of view. I think that has to change. How you go about doing it, whether you can move to change your perception, I am not sure. But I can tell you quite frankly it has to be done.

The second thing that concerns me is the difference between what the government says and what the government does. This government has been on record for a long time as saying that post-secondary education is open to all on an equal basis; it is the government's belief that that is happening. I want to spend a little time later on to indicate that, in fact, it is not happening; that there are studies to indicate clearly that there is wide discrepancy in terms of availability and accessibility of post-secondary education to many segments of our society; that there is research suggesting strong evidence that only a rather limited segment of society is able to take advantage of post-secondary education.

Another point that the government has frequently made is that the post-secondary education system is an extremely high priority of the government. Yet the actions of the government would seem to indicate, when we compare what is happening in this province with what is happening in other parts of Canada; when we compare the decline of relative position of support for post-secondary education with that from other parts of Canada; when we compare within the province itself—and I would specifically

draw attention to a recent statement released by the Council of Ontario Universities to support its brief to the Ontario Council of University Affairs when they made comparison studies about support over the last few years for other segments of endeavour in this province. I recollect that they referred to elementary and secondary education, they referred to health, they referred to parks, they referred to about six other items, to show that while each of these was receiving a higher growth of government support, the universities, in comparison and relatively speaking, were not receiving the same kind of growth.

Therefore, what we have are government words compared with government actions. I would suggest to you that the actions speak louder than the words, at least to many people in this province.

Coming back to the document that was released last fall entitled, *System on the Brink*, I would suggest that what they were trying to say and what I would like to try to echo at this point is that we find in the post-secondary educational system of this province many concerned expressions. We have expressions of insecurity with the people who are in the system, insecurity whether you are looking at the administration, looking at the faculty, or at the students. Exactly what is going to happen?

We have expressions of doubt as to whether or not they are capable of achieving the goals they feel have been assigned to them, doubt as to whether or not they are going to receive the support they will need to achieve those goals.

We have reduced confidence in administrators, faculty and students that they will be able to do what they feel is expected of them and what they would like to do themselves. We have expressions that they do not see any plan for the future, that there appears to be far too much year by year planning rather than any long-term planning.

We have expressions of serious concern about reduced research, reduced emphasis on research, reduced research practice, and the impact that is having upon the economy of this province. I wonder, for example, when we look at the reduced economic activity in this province in the last decade, to what extent we can relate that to the reduction in support for research at our universities, among other places.

I do not for one moment fail to recognize that this particular ministry is a most difficult one. I recognize that within this ministry we are dealing primarily with some of the



brightest people in our society, and also with that segment of our society which has, in many ways, the highest hope for the future. By their very nature, these people are not easy to satisfy. In some ways it is good they are always looking for something better, for better ways to do things, for better ways to proceed toward the future.

I am also aware that this ministry is a difficult one because, although precise answers are often requested, precise answers are not easy to give because we are dealing, more than anything else, with the human component rather than a machine component. It occurs to me we must show a much greater willingness to work with these people, to indicate a much greater confidence in these people, and to consider that what we are doing in this ministry of government, perhaps more so than any other, is an investment rather than an expense. The minister might recognize that I have said this before in previous estimates debates.

It seems to me we need to look at where this ministry goes and what it should accomplish in several contexts. We should look at it in the context of provincial priorities. I noticed a couple of statements from other parts of this country, from other provincial jurisdictions, that there is a strong feeling the university system must be allied much more closely than it is in those jurisdictions with the overall priorities of the province. By that I don't mean just the provincial government.

5 p.m.

I think we have to look at it in the context of some of our social goals, in the context of the kind of economic growth we want to take place and in the context of the kind of human growth we hope would take place.

I recognize in the total field of education that elementary and secondary education has a very specific task. It has the task of trying to develop within our province—within any jurisdiction—a healthy and stable society that can meet the basic needs of its people.

The post-secondary level of education has to do considerably more. The role of post-secondary education, in addition to what we hope to get from our elementary and secondary, is to provide leadership, creativity and—for want of a better expression—a certain vibrancy to our society. It seems to me that post-secondary education should provide the dynamics for the future, not just stabilize what we already have. It should encourage and support those people and activities which are going to look with vision

and hope and in a dynamic way towards the future of our society.

The post-secondary institution has to give the added dimension of the national scene and the international scene, of the way this province—any province—will play its part in Canada as a nation and of the way it assists our country and our own society within this province to play its part on the international scale.

Put more succinctly, one of the things post-secondary education has to do is ask the question, "Why?" about much of what we do as opposed to just asking the question, "How?"

I recognize that post-secondary education is not for everyone and in terms of accessibility I am not a proponent who would say that everyone ought to go to university or college. For many it is not appropriate. It is not appropriate because of their particular desires. It may not be appropriate for their own hopes for themselves in the future. We know there are many ways to human growth, to social growth. I do not want to suggest that the college route or the university route is the only one.

But for those who have the ability, for those who have the desire, for those who can grow in this way better than in any other way, there must be tremendous encouragement and support, more so perhaps than what we have given at the ages before we reach university or college. I would add that the greater diversification from which we draw our university and college students can do nothing but strengthen the system as a whole.

I would suggest a recent event in our province can suggest to us what can happen if we don't make the right moves. At the industrial level, I think the imminent collapse of the Chrysler Corporation as an industrial model can be traced to weak management, poor research and a reluctance to invest in the system. Those, both in the United States and Canada, who have looked at Chrysler and tried to analyse what happened, why it went that way, come up time and time again with these kinds of answers. I would suggest to you, and you would probably note that I am reflecting the comments made by groups I referred to earlier, that Ontario's college and university system could face the same concerns.

Madam Minister, as the critic I receive many briefs, and I am sure you realize this. I receive many expressions of concern. I try to separate out the elements of those briefs and concerns which could be labelled

as self interest. There is no doubt there is that aspect to most of the statements that come to me, as I am sure they come to you. Even after one takes out the element of self concern or self interest, whether one is talking about university administrators, faculty, students or business people, there is still the common thread behind it that the system is in trouble.

It appears to me that what you as the minister, and what the government you represent, need to do is to go on the offensive, more so than you are doing at the present time, and tell the public very clearly what the need of our system is. Go on the offensive rather than, as is perceived by some, being indecisive and defensive, and rather than allowing some of the misunderstandings and ignorance to continue.

I am as aware as many others that we have within our society people who are often referred to as self-starters, those who without the benefit of a college or university education have been successful in business and industry and who have made their mark in our society, have made valuable contributions to our society, and I say our society is blessed for them. Unfortunately, these people would seem to indicate—and it is part of the public perception I talked about—that our colleges and universities are not as necessary as others believe they are, including myself.

Let us recognize two things. First, these self-starters are few and far between. If our society had to rest upon them only, we could not achieve our necessary goals. Second, I think we should remind such people from time to time that although they often refer to themselves as self-made men or self-made women, much of the supporting mechanism, much of the infrastructure that is in place that allows them to be as successful as they are is the result of contributions that are made by graduates of our colleges and universities. Maybe we need to remind them that there truly is no such person as a self-

made man or a self-made woman and that much of their success is owed to the results of college and university education.

At the other end of the scale we need to speak much more clearly to those people in our society who feel they do not directly benefit in college and university education, those people who for any number of reasons themselves did not have a college or university education, those people whose sons or daughters choose not to participate in a university and college education, and who through their public perceptions indicate that they are supporting something from which they draw little or no benefit.

I think the minister has to go on the offensive and point out to them that that is just not so, that it is the graduates of our colleges and universities who, to a large extent, participate in the job creation, in manufacturing and in marketing. It is the graduates of colleges and universities who, to a large extent, make many of our social support services possible, and who, in many ways, create life enhancement possibilities with respect to leisure and travel.

In summing up, Madam Minister, it is your responsibility and your government's responsibility to do much more than what you are doing at the present time to defuse the ignorance about the need for more support, more growth and more understanding about what our colleges and universities are all about, than what I perceive is happening at the present time.

**Mr. Chairman:** Thank you very much, Mr. Sweeney. I presume, although I was not quite clear, that you are going to deal with the five points to which you made reference under the individual votes. Is that the case?

**Mr. Sweeney:** That's right.

**Mr. Chairman:** We have completed two of the opening statements. We will complete the other one when we next convene.

The committee adjourned at 5:11 p.m.

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 Provincial Schools Authority













No. S-14

# Legislature of Ontario Debates

## Official Report (Hansard)

**Standing Committee on Social Development**

Estimates, Ministry of Colleges and Universities



**Fourth Session, 31st Parliament**

Tuesday, May 20, 1980

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

TUESDAY, MAY 20, 1980

The committee met at 3:35 p.m. in committee room No. 1.

### ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

(continued)

**Mr. Chairman:** I call the committee to order. The leadoff statements have not been completed. Mr. Cooke.

**Mr. Cooke:** Thank you, Mr. Chairman. I am going to be brief. It has only been a matter of months since we had our last opening statements and comments on the estimates and the only thing that has happened in the last few months is that things have tended to get worse in the college and university sector.

Since our last meeting, we have had no response from the minister or the ministry on the Ontario Council on University Affairs report, *System on the Brink*, other than that the minister stated to me in the House last year that OCUA was not really saying universities were on the brink now. She simply said they were about to be on the brink if funding policies continued the way they have been for the last decade.

Since I asked that question and since I got that type of response, and you can clarify it if you choose in your responses, the formula fees for universities rose only 7.5 per cent this year, well below inflation again. Certain universities, such as Algoma, only got 3.9 per cent; Brock, 6.3 per cent; Carleton, 5.9 per cent; 5.1 per cent for Lakehead; Laurentian, 6.3 per cent; Windsor, 4.9 per cent; and Trent, 4.7 per cent. I use those examples, Mr. Chairman, because I think those universities are probably the most vulnerable because of their size and the area they draw from.

According to statistics the minister gave me after the last estimates about the estimated debts for universities at the end of the 1979-80 fiscal year, it would appear that Carleton should be in debt approximately \$350,000; Laurentian is apparently in debt \$1,198,000; Hearst, \$100,000; and Trent, \$328,000. Those

were estimated debts, and when I checked, I think it was on the Laurentian one, the estimated debt was much lower than the actual, so I have used the actual.

But the results are the same as have been occurring for the last number of years. More courses are being cut. In my home town, the University of Windsor just set up a senate committee to look at which courses can be cut. I believe they are looking at as many as 50 courses that could possibly be cut.

Algoma resolved its problem and decided that it had to lay off five of its faculty which amounts to nearly 20 per cent of its total faculty. According to a letter the president wrote to my leader, Carleton at this point is actually having to use its scholarship fund in order to cope with its debt.

While I was pleased in the 1980-81 budget to see that we received significant increases in health, special ed and assistance to senior citizens, I am very disappointed to see the government has again decided the Ministry of Colleges and Universities is not the priority that it used to be.

When I looked at the estimates book today and noticed the percentage of the total provincial budget going to colleges and universities has dropped consistently for the last three or four years, and when I calculated the percentage for this year—I believe it is now down to 4.8 per cent of the total budget when it has been up to nearly seven per cent at one point—I think that indicates to students and to universities, colleges and the faculty across this province the government is no longer putting the type of priority on post-secondary education it did in the past.

With the 7.5 per cent increase in formula fees, there will still be a \$20 million shortfall as to what OCUA feels should be going to our universities. And even if all the universities were to take the total 10 per cent optional fee and implement that into their tuitions—every one of the universities—it would still, according to OCUA, leave a total of \$3.8 million less than they feel—and they are very conservative figures—the universities need in this province.



I get the feeling, and I think it is a fairly accurate one, that universities do not know what to expect from this government in long range planning. I think the Liberal critic pointed to the same thing in his opening statement.

3:40 p.m.

If we could get one thing out of this set of estimates, I would really like the minister to respond clearly to the opposition parties and through this committee to the university and college community across this province exactly what their plans are for funding over the next five years. I do not mean exact percentage figures, but I certainly do mean we should be able to get some ideas on this restraint program which now seems to be restricted and centering out colleges and universities more so than any other ministry in this government.

It would seem, based on the 1980-81 budget, that universities and students in this province do not have the political clout that some of the other ministries and some of the other policy areas seem to have and that is why the government has not responded to a very serious problem.

In 1976-77 operating funds per student ranked sixth out of the 10 provinces in Canada. In 1977-78 the increase granted ranked fifth in the country. In 1978-79 the increase was sixth, with 5.7 per cent. In 1979-80 the increase that was granted to the Ontario universities was the smallest out of all the provinces in this country.

This has left Ontario's universities at the brink of serious decline as the OCUA has stated in its white paper of last year. Cut-backs continue in library acquisitions. Class sizes continue to increase. Let me give a concrete example of how some universities are coping in a way which is really costing taxpayers more.

The University of Windsor, I understand, according to its student council, instead of putting on one of its buildings, Dillon Hall, a new roof which is badly needed, resorted to painting the top floor of that building almost on a yearly basis, which is cheaper in the short run but certainly much more expensive in the long run.

The report, Room at the Bottom, indicates that more and more faculty opportunities are term appointments because of the under-funding. In fact in 1974 40 per cent of the appointments were term appointments. In 1976 that had risen to 50 per cent and in 1978 it was 70 per cent of all appointments across the province. That obviously affects career opportunities in a very detrimental way

and it also—probably even more important than the career opportunities—has serious long-term implications for the quality of the teaching and the quality of the research that is being done in this province.

I want to spend a few minutes talking about research and development. The former federal government, the Conservative federal government, announced that its goal was to have 2.5 per cent of the gross national product in research and development in this country. The present Liberal government has reverted to its policy of 1.5 per cent, which is still significantly higher than we are experiencing now.

The recent deal that the provincial government made with Chrysler is to put a research and development centre in Windsor which will cost \$20 million. The government of this province announced in its budget that there will be a research facility constructed in this province for auto parts, all of which points to the fact that research is becoming increasingly important in our society. It has always been important but Canada has always lagged behind. Finally, things the opposition parties have been saying for a number of years have sunk into the government and they are now taking some rather positive steps in this area, at least in private enterprise.

The fact is because there are not the number of graduate students we are going to need in the future, and because we do not provide our graduate students with the type of support needed in order to keep them in this province and to increase the number of graduate students, we are going to have a serious problem with filling the need, if the federal government policies are ever achieved.

In Ontario we must rely to a great degree on innovation in order to maintain our economic status. Our natural resources are important in Ontario, but over the years we have not really planned for the future. Because of that to a great degree, I believe, we have not taken advantage of our natural resources in the way that some of the western provinces are now doing. So if we are going to maintain our economic status in this province, we have to rely on innovation, which means we have to have a very strong research and development field.

There is no doubt at all that we need skilled tradesmen in this province and we have been talking about that for a number of years. The government has responded in a way that we feel is inadequate, but none the less, there is an acceptance on the part of the government that skilled tradesmen are needed. However, we still need the research

and development in order to keep our industries competitive.

I read the Council of Ontario Universities paper which recommended that the Ontario council for research and productivity be established. This council is to co-ordinate the use—or under-use—of our present research facilities. Besides that particular recommendation—and I do not know how the government responds to it; I hope we will hear something from the minister—we need a commitment on the part of this provincial government as to how important they feel research is in our universities.

Operating grants in this province have been so low that there has been all sorts of evidence provided to us through the Ontario Council on University Affairs, through the Council of Ontario Universities, through the Ontario Confederation of University Faculty Associations, through the Ontario Federation of Students and, as well, hearings before the Bill 19 committee that research funds from the federal government are having to be used as operating grants to buy equipment and so forth that used to be paid for through operating grants.

We have to recognize somehow that research and development is crucial if we are going to get out of our branch plant economy. The minister is looking at me in a very confused way.

**Hon. Miss Stephenson:** No, I am not looking at you in a confused way. The statement you just made signifies an act which is not only unjustified, but also I understand illegal under the terms of federal granting.

**Mr. Cooke:** Certainly Dr. Carver and others who spoke to the Bill 19 committee indicated that operating grants used to go towards some supplies and equipment the federal grants are now having to be used to purchase in order to carry out the research in our universities. I have raised that matter with you several times. In any case, you can look at the transcript of Bill 19 here and you will see where that was stated to us.

It also indicated very clearly that the quality and the type of research being done in our universities in Ontario has declined over the last number of years. I thought you had read the transcripts from Bill 19, and I think if you review them again you will see where that was stated to us.

**Hon. Miss Stephenson:** Yes, I have. That question, I think, was posed at the time and was clarified at that time.

**Mr. Cooke:** I will look at it again, but I have looked at it several times. I see what

Dr. Carver said and I assume as he is in the field he knows what he is talking about.

In any case, the point I am trying to make is that if we are ever to break out of our branch plant economy here in Ontario, we have to be in a position to be more innovative and we have to have a very strong research and development sector.

If one takes a look at the huge deficit we have in the auto parts sector, one can see the reason we are falling behind, the reason there are layoffs at places like Gulf and Western, which used to produce bumpers for the various auto industries—the big three. The reason that plant has lost just about all its employees—I think they have 30 left out of the 400 they used to have—is because they did not keep up with the changing times. They were still producing chrome bumpers when they have changed to lighter weight bumpers that meet the standards in the United States and suit the different types of cars now being produced.

If we had a strong research and development sector in this province, if the big three were able to do some of their research and development here instead of spending \$230 million a year in the States that should be spent in Canada, we would be much more competitive and we would not have the type of layoffs we now have.

The Council of Ontario Universities says, "Ontario universities are committed to playing their role, but this role needs to be more clearly understood and the partnership of the universities with government, business and industry needs to be made more effective."

The report goes on to say: "Ontario is rich in natural resources and is the industrial heartland of Canada. It possesses a large highly urbanized and well educated population. There is substantial need for increased investment in research and a singular capacity for it. The great wealth of our minerals, forest and agriculture can be expanded and better exploited through improved research.

"Our primary industries, including mining, pulp and paper and steel, and our secondary industries, including automobiles, communication and other highly technological areas, must maintain and improve their performance."

As I said auto and auto parts, where we are having very serious problems all across this province, is one area where research and development could have avoided some of the layoffs that we are now experiencing and made us more competitive and kept us up to date. More changes are taking place in the auto sector, which we can now get into,



such as the development of engines which will use alcohol and other types of fuels instead of the traditional ones. Progress has been made in that area.

3:50 p.m.

I noticed in the *Globe and Mail* business section a few weeks ago that in Winnipeg, where there is very little in the way of auto production, they have developed an engine through very lengthy in-depth research which may be the answer for some Canadian cars in the future.

The Council of Ontario Universities' suggestion I believe is a sound one. I am impressed with the recommendations they have made. I hope the minister and the Ontario Council on University Affairs will take those recommendations and act on them rather quickly.

I understand Ontario receives 40 per cent of the research grants from the federal government. We are the industrial heartland of the country and if we are to plan for the future, research and development is an area where we have to make progress. The lack of research and development in this province is a good example of how this government has refused to look at the role our educational system has in our economy. The links between the economy and our educational system are weak, to say the least. There has to be some central planning done by this government to link our post-secondary system with our economy. That has to be done very quickly.

The other area I feel very strongly about is accessibility. This has been in the forefront of discussions with students and faculty in this province for the last number of months, since the government responded to the P. S. Ross report with the rather regressive tuition increases.

As I pointed out in the House last week, the Anisef report, *Is the Die Cast?*, points out that two in 10 children from low socio-economic groups actually go into post-secondary education, whereas from the higher groups it is six in 10. In Toronto, 74 per cent of the sample attended post-secondary institutions whereas only 53 per cent from small towns attended.

I read with interest the annual report of Algoma University College. I noted their statistics show that in the Algoma district the percentage of population 15 years of age or over with less than grade 13 is 25.9 per cent, whereas in Ontario as a whole it is 22.75 per cent. Only 4.5 per cent from the Algoma district actually have a university degree,

whereas the Ontario average is 7.3 per cent. So it is quite a bit lower..

I think this shows clearly that children or students in the north and in the Algoma district do not have the same level of accessibility to a university education as we do in Toronto or Windsor, or some of the other areas of the province where university education is more accessible because of the location.

If students in the north want to go to university, they have to travel to the south, so it is more expensive. The course offerings at Algoma University College are not attractive to many of the students. The statistics you yourself have used in the House show that 70 per cent or more of the students in the Algoma district go south.

We have to recognize that we have a problem there. The loss of five faculty members because of the poor funding of that university means that there will be a smaller course selection and that even fewer students will attend.

There are also the statistics from the western study. I raised them in the Legislature and the minister simply sloughed them off by saying it was just one university. In addition, there are the Carleton study and the McMaster study.

We can go into all this in more detail under the appropriate vote. But parental income must have some bearing on who goes to university and who does not, since these studies all show very clearly that those from low income families are very seriously underrepresented in our university system.

The minister can continue to say that there are other reasons, and I agree. But that should not stop her from coming forward with her own strategy for getting more students from working-class families into our universities and obtaining university degrees. Then there would be equal opportunity.

Your own study points this out. As a matter of fact, I was talking to one of your cabinet ministers—certainly not on the record—and he felt that the report that you people have, *Is the Die Cast?* was a very serious indictment of educational policy in this province in terms of accessibility. I doubt very much if he would say that at a cabinet meeting or in the Legislature.

I think if you were honest with yourself and with the committee you would admit that there were serious problems pointed out by that report. I would like to know how you are going to respond to them. That is one of the things we could accomplish during these hearings.



Regarding the Ontario Student Assistance Program, the minister stated—I have a press clipping here; if you don't remember making the statement I will pull it out for you—that she would look at some of the professions and see whether or not students could float their eligibility periods. I see you remember making that statement.

I would like to know if you have made a decision on that. While that would not meet all of my suggestions and the policy of the New Democratic Party, it certainly would be better than what we have now, where students are only allowed to have the four-year eligibility period. If they want to go on to post-graduate work, there is, in effect, a discrimination against low income families.

**Hon. Miss Stephenson:** I could make a suggestion, but I won't.

**Mr. Cooke:** The government should be responding to the problems of accessibility. I think you should have responded to the accessibility problem before you raised the tuition, but you have done that. I would like to know what your strategy is for accessibility, to make the system really accessible to students from all income brackets. That includes part-time students.

While there was a recognition of that by the former minister, when the new OSAP program came in, it did not meet the needs of part-time students. However, it was indicated that there would be some response in the near future. I would like to know when we can expect that response and when there will be student aid for part-time students.

I would also like to know, when you are responding, what you plan to do about the loan remission scheme, which runs out this year. Are you going to renew it for next year? What are your plans in that area?

Finally, I would like to talk about apprenticeship. I have had the opportunity to meet with people in my home city about the apprenticeship program. I would like to say to the minister that in that area the staff has worked very hard and I think they have made significant progress in the Windsor area in getting people involved. I think they have the highest number of apprentices, at least in per-capita terms, of any area in the province. I was quite impressed with the staff.

We are going to have a new skilled trades centre built in that area. I want to say to the minister that I am pleased with what is going on there. However, looking at the rest of the province and at the kind of work they have had to do in Windsor to get so many firms involved in that program, I think it is

time the government responded in a legislative way to make sure that companies participate, and also that any of the problems with the ratios, or any of the problems that we have on the other side of the coin are addressed, so we can have a program that will give us the number of skilled tradesmen in all areas that we need.

I have some specific cases of individuals who have had problems which I will raise, with their names, under the appropriate vote. It points out some of the problems with some of the areas that are not regulated, some of the areas that are regulated and the lack of supervision which, in the end, reflects on the quality of the apprentice when he has finished his training.

A lot of problems still exist, but I did want to offer the one compliment in the Windsor area and hope that that type of success can be duplicated in other areas across the province. I believe the only way it can be accomplished is through a legislative answer.

We have met with some of your ministry officials and the individual who is the chairman of the Ontario Manpower Commission, whose name escapes me right now.

4 p.m.

**Hon. Miss Stephenson:** Mr. R. D. Pollock.

**Mr. Cooke:** Yes. We met Mr. Pollock not too long ago and found that he seems to be a fairly aggressive fellow who, I think, also is coming to the conclusion that the legislative avenue may be the only answer to solve the problems. Maybe I misread him, but I got the impression he was becoming rather frustrated with some of the companies he has had to deal with.

I want to summarize and give some suggestions from my party's point of view as to what the government should be doing.

First, I think the minister has to recognize that our educational system must be seen not only as a social tool, which I think it is, but also as an economic tool. To accomplish the social aspect, which means allowing people to move from low income, having their children move up the income scale as well as getting better and more satisfying jobs than their parents had—not just in terms of finances—we must develop a post-secondary school system that is truly universally accessible.

I think some of the ways of doing that start many years before a student even contemplates going to university. It means expanding and making day care universally accessible. It means lowering the pupil-teacher ratio at the primary grades so that those who come from low income families,

with a start that may not be equal to those from high income families can get the attention they need from their teachers. It means getting the information about student assistance out to their parents, not when they are in grade 12 or grade 13 but at an early age, probably in the area of grade five or even before, letting parents know exactly what student assistance is available so they do not automatically eliminate the option of post-secondary school for their students when they start talking about it in the senior elementary grades.

It means the Ontario Student Assistance Program has to be improved. That means eliminating the eligibility periods and improving the expense allowance more than it has been improved this year. I do not think that the increase—was it by \$7 a week that it was increased?—truly met the increase in the cost of living for students.

It means the government is going to have to develop some special programs as has been done in other provinces to get certain types of students in some of the professional schools. Last year we talked briefly about the Saskatchewan plan to get some native people into the law program. I would like to see that happening here in Ontario in some of the professions, so that medicine, law and some of the other professions are not just filled up with students who have professional or high income parents.

Finally, after those things are finished, and because the cost and the benefits of post-secondary education would be more evenly distributed amongst all people and all taxpayers, I think the government then would be in a position to look seriously at phasing out tuition fees in this province. I would not want to see tuition fees phased out until some of those other things are accomplished because under the present system we would simply be shifting the cost of university education from high income families to low income families by the subsidies and the way that the taxes are in this province.

As an economic tool, I think the government must realize that to accomplish this we cannot have 15 universities and 22 community colleges, also Ryerson Polytechnical Institute, doing their own thing on a day to day basis. I do not want the minister to assume that I am saying academic freedom is out the window. What I am saying is that, in the areas where we have professional education and education that is strictly for the work place, such as medicine, education, social work, most of the courses at the community college level, I think the government should

take a much more active role in planning and co-ordinating those courses.

I am not speaking for my party—I want to make that very clear—but I for one am attracted to the idea of the university of Ontario with branches throughout the province, but I would never be able to convince my caucus of that or my party, I don't think.

**Hon. Miss Stephenson:** You would probably get some other people, as well.

**Mr. Cooke:** Yes, I am sure I would, but for me that type of concept is attractive and it can be separated from government by having a body like OCUA acting as the overall planner.

**Hon. Miss Stephenson:** And overall administrator as well?

**Mr. Cooke:** I think a lot of administration could still take place at the local level, but you can have advisory groups at the local level too, because you need local input.

But the overall planning and the relationship with the economy of this province has to be done by some central body. You can't have 15 universities and 22 community colleges doing their own thing, responding to formula funding in this province which really does not encourage planning for the economy. It encourages planning to get as many bodies into the universities as possible. I think COU and OCUBA and others have a minority in the COU, mind you, but some people in the COU have agreed with that position and certainly did during the Bill 19 hearings.

We have formula funding in this province which I pointed out does not encourage the type of planning we need. We hear from groups that what we are lacking are people in middle management, technologists, skilled tradesmen, all of which apparently are being somewhat neglected by our institutions. Yet, on the other hand, we have a surplus of lawyers, some areas of business, teachers. We did have a surplus of nurses; whether that still exists I am not sure.

But the system responds too slowly. By the time they get around to meeting the need, we have instead had to import some of the workers and lost out on job opportunities for our own people. When you look at some of the statistics, even in the community college placement report, there is to some degree a misallocation of funds and a loss of resources. If we had better central planning, we could make better use of those precious funds.

I don't think the minister can continue to use the autonomy excuse she uses when she



wants to use it. You can build in the freedom that is necessary in the system to preserve academic freedom, yet still have some planning at the central body in order to meet the social and economic planning that has to be done in this province.

Maybe, Mr. Chairman, the basic problem is that we don't have an economic strategy in this province and until we have an economic strategy, it's pretty difficult to have an educational strategy that will meet the needs of our economy. I think we have to develop those quickly. If we don't, the evidence coming our way almost on a daily basis points out that we are heading for very serious problems and again will have to import faculty, import researchers, from other countries when a country like ours, a province like ours, should be able to meet those needs if we have any type of planning at all.

I look forward to discussing these matters when they come up under the individual votes.

Mr. Chairman: Thank you very much, Mr. Cooke. I understand the minister has to leave but will be returning at five o'clock.

Hon. Miss Stephenson: For a short period of time. Or before, I hope.

Mr. Chairman: Or before.

On vote 2801, university support program; item 4, Ontario Council on University Affairs:

Mr. Chairman: In the meantime we have with us Dr. W. C. Winegard, who is the chairman of the Ontario Council on University Affairs. Dr. Winegard is the former president of my alma mater and we are pleased to have you here, sir.

Mr. Cooke: We won't hold that against him.

Mr. Chairman: No. I am sure you won't. You will understand that.

So, Dr. Winegard, we are pleased to have you here. If you would like to come up to the microphone, I am sure there are members who would like to hear what you have to say and perhaps ask questions along the way. Do you have an opening statement at all?

Dr. Winegard: No, Mr. Chairman, I do not. I did not know what the committee wished to discuss.

Mr. Chairman: Right. Mr. Ramsay indicated he had a question.

Mr. Ramsay: For the minister after she returns.

Mr. Sweeney: Dr. Winegard, given the publicity that System on the Brink received shortly after it was released, do you have any sense that the situation right now has changed

significantly at all compared to the time when that document was released? In other words, is it still as relevant a document as it was at that time?

4:10 p.m.

Dr. Winegard: It is still very difficult for the universities, yes, sir. I believe that 1980-81 will be a little bit better for them than 1978-79 and 1979-80, but they are still in great trouble.

Mr. Sweeney: I understand some of the university administrators indicated that the 7.2 per cent increase in 1980, even compared to the last couple of years, is really not that much greater an increase when you consider the other increases the universities faced. In other words, it is basically holding the line. It really isn't that much more. If that particular interpretation is correct, everything in System on the Brink remains stable.

Dr. Winegard: System on the Brink for 1980-81 predicted—I do not have my figures here, but—

Mr. Sweeney: In round figures.

Dr. Winegard: —something like a 3.5 per cent differential between funding and the expenses, the consumer price index, basically. It is probably going to be something like two per cent this year, so 1980-81 has to be, in relative terms, better than the previous two years. But that doesn't mean to say it is a good year.

If our advice had been followed, as you know, it would have been 9.2 per cent increase rather than about a 7.3 per cent. That would, as it turns out, more or less approximate the CPI. But that would still have left the universities with expenses they would not have been able to cover.

Mr. Sweeney: When you come up with a figure that you eventually recommend to the minister, I understand it is as a result of considerable discussion with your various university colleagues. To what extent do you take into consideration what is often referred to as the government's ability to pay? To what extent do you make any effort to determine what the government is able to pay? How does that fit in?

Dr. Winegard: Only in one year did we deliberately choose an advice which had some element of what you are speaking about, Mr. Sweeney; when the government had a stated policy—I have forgotten the year, I think it was the advice for 1978-79—when they expected all segments of society to tighten belts and so on. That seemed to be a stated government policy. We did not go beyond that policy then, so our advice was deliberately



quite conservative that year. We acknowledged in the advice we were trying to respond to a government initiative.

The last two years we have reverted to our normal form of advice which starts out by taking what we consider to be on the conservative side, on the low side, of projected CPIs from all of the authorities we can get. We purposely canvass all of the boards, the Conference Board in Canada, et cetera, to see what their estimates are.

We then take that estimate of consumer price index, we add all of the other things that are particular to the university sector, the skewed age distribution of faculty and staff which does cost money, the rather extraordinarily high costs of equipment and books that have been with us now for several years, and then we have insisted upon putting an efficiency factor in; that is, forcing universities to be careful of their funds, forcing them—even if they didn't want to—to cut their energy costs and such things.

So we put together a package with what now has become a rather common base which everyone in the university system understands, including the individual institutions and the Council of Ontario Universities.

**Mr. Sweeney:** In one of your documents prior to System on the Brink—as a matter of fact, I think the year immediately prior to it—you seemed to be indicating—when I say, “you,” I am referring to OCUA—a certain sense of disenchantment with OCUA's ability to persuade the government to follow a certain line of action and were asking, hypothetically maybe, whether or not there was still any place for OCUA or whether some other mechanism shouldn't be put in place.

**Dr. Winegard:** That came out of a sense of frustration about financing. Is it not time to have a look at the whole organization of the university sector, and is an advisory body the best way to handle it or, as I heard Mr. Cooke say just a moment ago, should we take a serious look at the university of Ontario? In view of financial difficulties and declining enrolment, difficulty of mounting new programs and all of those factors, is it time we had a fundamental look at what is best for Ontario?

In the spring hearings a year ago we spent a good deal of time with the institutions on that problem. The university of Ontario was not a popular solution at the institutions, as I am sure you are aware, but at the same time they did not want to go to the board of regents concept, to tighter controls than they have now. It became clear that OCUA had better be more involved than it had been in

total system planning. That led to the current hearings where that is the focus.

**Mr. Sweeney:** Following along the same vein, within the university system in Ontario, perhaps to a lesser extent but maybe no less real sense outside of Ontario, what is your sense of the credibility level of OCUA as an advisory body to the government, given that since your existence your recommendation has only been accepted once, going back to 1975 or 1974?

**Dr. Winegard:** In 1974 or 1975 I believe the recommendation was accepted. The first year it really was not a recommendation. It was late, so I think one writes that off, but then it has been accepted for the next two years and it has not been accepted for the last three.

As far as the credibility of the Ontario Council on University Affairs across the country is concerned, that is difficult. I think OCUA advice is seen to be credible. I think few of the commissions have had their advice accepted by governments over the last two or three years. Everybody has been on hold, with all public expenditures down. On other fronts, if you rule out the financial, I think OCUA is held in reasonably high regard with the funding mechanism. For example, the allocated mechanism; British Columbia has moved to it. Quebec is well on the way to moving to the Ontario system. It cannot be all that bad if others are following it.

In terms of program control I think there is a realization that OCUA is neither too heavy-handed nor too naive. That is a difficult one because each member of OCUA has strong feelings one way or the other. The council itself walks a very delicate line of control and laissez-faire.

There is a certain degree of discouragement about the fact that for the last couple of years apparently we have been keeping score, rather than having a great deal of influence.

**Mr. Sweeney:** Do you have any sense that the government's funding decisions would be significantly different whether or not OCUA was advising it?

**Dr. Winegard:** I doubt very much if in 1978-79 and 1979-80 it would have been significantly different. I'm guessing; I don't know.

**Mr. Sweeney:** That is what I am asking for. I realize that you cannot know the mind of—

**Dr. Winegard:** I doubt if it would have been much different because, looking at what happened elsewhere, it did not seem to mat-

ter what advice was given. Everybody got the same treatment. In the case of 1980-81 I tend to think the advice was received with a little more attention, but not as much as we would have liked.

**Mr. Sweeney:** To what extent are your recommendations with respect to the distribution of funds followed—closely, not closely, exactly, or what?

**Dr. Winegard:** They are followed exactly.

**Mr. Sweeney:** Do you get the sense that OCUA with respect to distribution is coming close to the grants commission used in England? Are you on the verge of occupying that kind of ground?

4:20 p.m.

**Dr. Winegard:** In some sense, yes, I think one has to remember that 90-some-odd per cent of all our funds are distributed on the basis of the acknowledged formula. Northern grants, the bilingual grants, the supplementary grants are special. In that sense I suppose one could say the Ontario Council on University Affairs is approaching a grants commission type of operation. We are, of course, always subject to being overruled by the government.

**Mr. Sweeney:** Given the present situation in terms of the availability of funds, of declining enrolment in some institutions and increasing enrolment in others, of how closely the institutions meet the needs of society as perceived by any number of people, do you still think the per-student allotment is the best mechanism, or has OCUA, in its mind if it hasn't published it yet, any better mechanism that it would like to see in place?

**Dr. Winegard:** I don't believe OCUA has any better mechanism for distributing the bulk of the funds. As soon as we went to the base year with averaging and discounting, if one went up one didn't receive full value and if one went down one didn't receive full value.

**Mr. Sweeney:** You mean three years?

**Dr. Winegard:** Three years, I don't think there's any better way to handle the bulk of the funding. If one wants to differentiate this system a little more in terms of the role of institutions, as I think we all would like to do, it's possible to have a certain amount of the funding set aside for special purpose funding so that one could entice people to take certain roles, rather than using the kind of stick which at the moment is all that seems to be available.

We have been talking about that with the institutions during the spring hearings, but we

have also been putting the question to them whether they would like quotas. We could go to a modified British system where everything is on a quota.

**Mr. Sweeney:** Based on what?

**Dr. Winegard:** Based on the number of students in arts that this institution is going to have and that institution is going to have, et cetera. One could put every program on a quota and somebody then would have to call the overall quota. One would do away to a certain extent with the students' freedom to choose.

That has not received a welcome reception from the institutions we have put it to this spring. Two or three are clearly in favour of it, but most do not want it because of the restriction on student choice that would bring and the difficulty of somehow outguessing the marketplace in terms of labour demands. If somebody is going to call quotas, which is one of the obvious things to do, somebody has to call a total number. I don't know of anybody in OCUA who really wants to do that because we just don't think we're going to be any better at it than anybody else.

I will give you two examples, Mr. Sweeney. I know you're aware of them but let me give them in any case.

First, the nursing one, which was four or five years ago. We needed more nurses badly so everybody cranked up to produce nurses. In one stroke of a labour settlement the next year we didn't need many nurses and so we were told, "Stop producing nurses, we've got too many." This year I am told we are going to have a shortage of university trained nurses in this system.

Another example is architecture. Five years ago we were told we just had to have more architects in Ontario. Heaven help us if we had produced more architects. Being an engineer, I have followed my own profession now for 35 years and I watch it go up and down. It always lags, of course, but I don't want to be the guru who calls it, let's put it that way.

**Mr. Bounsall:** Could I ask a supplementary at this point just as a matter of interest? You say one stroke of a labour settlement wiped out—if I can improve what you said—the demand for nurses. What are you referring to?

**Dr. Winegard:** I am referring to the settlements that took place in the medical profession about three or four years ago when nurses' salaries went up by about 40 per cent in two years and that hit the hospitals pretty hard. Suddenly we were worrying



about what the nurses' load was going to be, et cetera.

**Mr. Bounsall:** I do not want to prolong this but I would not mind more detail from you. They sure did not go up 40 per cent in my community. That was not the factor that caused the loss of nurses' jobs, in my opinion. The government cut back on hospital funding which did not keep pace with the cost of living generally.

**Dr. Winegard:** Two things happened together. I think you are quite right in that pronouncement.

**Mr. Sweeney:** Given what you have just said about the Ontario Council on University Affairs' perception of its inability to call the market shots, it must have some internal mechanism whereby it says to universities when they want to expand into new programs, "Our reading of social needs shows that you are going way out in left field if you do that." What do you base that on, in whatever decisions you make in that area?

**Dr. Winegard:** With professional programs, what we try to do is to get institutions that already have the program to respond as to whether their graduates are finding jobs, et cetera. We try to get some reading from the industry or the associations concerned. They find we need more people in this area, and so on. We try to look at other jurisdictions to see what has happened to the graduates of that kind of program. We make a judgement about whether we need a new program, not necessarily whether we need more graduates in that area.

Normally what one finds is that the existing programs could handle more of the graduates if the students were there. Therefore, one may not need a new program because of demand. That can go to the existing programs. That was not the case with mining at Laurentian University. Queen's University simply could not take any more. To establish that program made sense for Ontario.

**Mr. Sweeney:** How influential or powerful is OCUA in getting individual institutions to rationalize graduate decisions among themselves?

**Dr. Winegard:** I do not know that we have been all that effective. I believe that if it had not been for the appraisal process and the assessment procedures that had been in place, we would have had a lot more programs in Ontario than we have at the present time, many of them quite small.

On the graduate side we are making some headway, but it is a delicate situation. We are afraid of coming down too hard and

preventing some good things from happening. We try to take it easy.

At the undergraduate side we have not been involved, except in the special professional programs. This spring we have been trying to seek from the universities what their plans are for the next five years at the undergraduate level. Last fall we sought from them what their plans were at the graduate level. Our first move is to make sure each institution knows what the other institutions are planning and that the Council of Ontario Universities has a list of all these plans. During the spring hearings we have had some fun by introducing certain institutions to each other, saying, "Why would you do this when it is next door?" but we have not been a heavy hand.

**Mr. Sweeney:** Have there been serious discussions which would suggest that for certain faculties it would make more sense in terms of quality and efficiency if there were, say, six schools in the province offering it instead of 10 schools offering it?

**Dr. Winegard:** Yes, that comes up all the time, Mr. Sweeney. There is no doubt that if enrolment continues to decline, we are going to be moving in that general direction. The difficulty is that nobody wants to be the other four. It is not easy to determine who should be the four.

I am not sure OCUA would get away with it if it did start putting a hammer on the bench because it would escalate to a political matter so quickly. I think what we are trying to do is to go very cautiously and say: "If you drop this, what would it cost you to bail out of the program? Would it be in the best interests of the people of Ontario if you did bail out of that program? Maybe you need a special grant to help you get out." That is the kind of thinking we are doing at the moment.

4:30 p.m.

**Mr. Sweeney:** I was thinking more along the lines that the Ministry of Health seems to be embarking on, and that is to get two or three hospitals to agree among themselves that one does all of this, another does all of this and the third does all of that. Along that line, nobody really is a full loser.

**Dr. Winegard:** No, that is coming. There are some instances of that but perhaps the most successful is the University of Guelph-University of Waterloo graduate centre in chemistry where two departments that were average were put together. They are now a very powerful group in Canada and drawing a lot of insert money for that research group.



Carleton University in Ottawa is also looking at this same thing in some of the physical sciences. The University of Guelph and McMaster University have done this in the graduate PhD program in philosophy.

**Mr. Sweeney:** So that is an ongoing process?

**Dr. Winegard:** It is an ongoing process but I don't want to mislead you, Mr. Sweeney. It is a very slow process and it is one that is not coming as quickly as many of us would like to see.

**Mr. Sweeney:** On another issue altogether, I understand that it was part of the Ontario Council on University Affairs' recommendation that the 10 per cent optional tuition fee be introduced. I have a concern about that with respect to the competitive position into which small universities and large universities are put. More particularly, my concern is that some of the smaller institutions are going to have a very difficult time competing with the larger units in what is almost a free market system. To what extent did you take that factor into consideration? I am sure it was brought to your attention.

**Dr. Winegard:** Yes, it was. We thought about that. We did not think that the 10 per cent was going to mean the difference as to whether a person went to Queen's University or whether he went someplace else. You also realize that the recommendation we submitted to the minister was not the one that was accepted.

**Mr. Sweeney:** Would you clarify that please?

**Dr. Winegard:** In our recommendation, we wanted the 10 per cent in there to see a minor fee freedom, if you like. We did not want that to be covered by the Ontario Student Assistance Program. There was a good reason for that. If it was not covered by OSAP, the institution would not be eligible for backdoor government financing.

The decision to go one per cent or 10 per cent would have to be taken on the individual campus with all the facts in mind. If they did it, it would be a brake on them. Their students would not get the OSAP credit for that \$70 or whatever it was. They would have to set up internal mechanisms to handle the bursary funds, et cetera, for those students who could not afford it.

The way it turned out, and I can understand why, there is no real brake on the institutions going the extra 10 per cent because it eventually will come back to be charged to OSAP.

**Mr. Sweeney:** Your judgement call was that as long as that was kept to a 10 per cent limit, it should not affect the competitive situation between larger and smaller institutions.

**Dr. Winegard:** That is right, because there were differences in fees which existed in the system already probably greater than that. We were, at the same time, trying to clean up a little historical jumble that had occurred. We prided ourselves on having a kind of uniform fee. We did not. We had a large spread in fees from institution to institution, probably larger before than it is now.

**Mr. Sweeney:** It is not unreasonable to suggest that the 10 per cent is not the place where it is going to stop. To what extent—

**Dr. Winegard:** As far as we are concerned it is. We said 10 per cent. We wanted this. All our fee recommendations were based on a three or four year period, but there is no feeling on council to open up fees. We wanted them to have some fee flexibility that would operate on the margin and that is all. We have a publicly funded system and there is no feeling on our council to turn it into a so-called private type operation.

**Mr. Sweeney:** Let me put the question this way. Coming back to System on the Brink, there seems to be two different ways of viewing that report. When we talk to university people themselves, whether it be faculty, administration or students, one view is that the brink has already been passed, that when they look at the deterioration of equipment and laboratories, when they look at the reduction in the replacement of library stocks, when they look at the size of the classrooms—you know the list as well as I do—they have already crossed over and there is a state of deterioration and decline actually in progress. That is one view.

The other view is that if something isn't done in the next couple of years, however you view that, then this will begin to take place. When OCUA wrote that document, what was its mind-set—that we had already crossed the precipice and we blooming well better start pulling back?

**Dr. Winegard:** That's correct. The OCUA clearly felt that we had enough signs of deterioration in the system that we had to take immediate steps or the system was going to move down in a precipitous manner. It was already declining. If we didn't pull it up, the decline would be so precipitous we would not be able to make the changes that were necessary.

In the case of equipment, we know very well that we have been underfunding the system. They have been spending less than they should.

**Mr. Sweeney:** This is my last question, Mr. Chairman. Do you support the assertion of the Council of Ontario Universities that compared with other provincial ministries—and they speak of health and elementary schools and parks and so on—and compared with other Canadian jurisdictions, the university system in Ontario has not fared well?

**Dr. Winegard:** If I can I will take the interprovincial part of that first, because I am more sure of the figures there. In many ways they are OCUA, ministry and COU figures, so we all agree on what they are.

In the 1978-79 year, I think it was, if you were to bring Ontario up to the Canadian average, that is the average of the other nine jurisdictions, it would have taken something like \$90 million in grants per student. That is some indication of where Ontario sits.

**Mr. Sweeney:** Excuse me, can I interject? A figure of about \$1,000 a student was used. Is it in that nature that you are using \$90 million?

**Dr. Winegard:** It is less than that. It would have been more like \$400 to \$500 per total student that would have been required to bring us up to the average.

In terms of the intraprovincial figures, the figures used by COU on the education side were total cost per student, including the local contribution. I have no reason to doubt those figures are correct. They are probably correct.

When we did it for primary and secondary schools in System on the Brink, we took provincial grants per student, including the superannuation fund, and found that the primary and secondary schools had done much better since 1970-71 than the universities. The universities had actually declined by 10 per cent in real terms and the primary and secondary schools had gone up by—I have forgotten—25 per cent or so.

We are trying to check the colleges of applied arts and technology figures because, as you perhaps realize, the community college system did not have the same degree of control on student numbers, student count, et cetera, as the university system had. Only in the last few years are they reporting on the same basis as the university system. It is difficult to know exactly what those figures mean, but we are trying to verify some of the figures that COU has used.

4:40 p.m.

**Mr. Sweeney:** So on the national scale you have no doubt, but on the provincial scale, maybe.

**Dr. Winegard:** Yes, they may well be right. I would like to check them and be sure. On the national scene, I am quite sure they are correct. I think my \$90 million figure is correct.

**Mr. Sweeney:** I am sure you are aware that at a public meeting the minister pointed out that the increased funding to the universities this year was among the highest of all ministries.

**Dr. Winegard:** Across Canada?

**Mr. Sweeney:** No, in Ontario.

**Mr. Cooke:** Mr. Chairman, I want to read a paragraph out of the System on the Brink report, on page 20. It says: "These symptoms of change in the university system should not be ignored. There are signs that the universities now stand at the brink of a decline which threatens the continued existence of a quality university system in Ontario."

This is a similar question to that Mr. Sweeney asked. Has the seven per cent given to universities this year stopped the decline? Has it stalled the decline or what has it done?

**Dr. Winegard:** No, it changed the rate.

**Mr. Cooke:** There is really no change as far as you can see in government policy.

**Dr. Winegard:** I don't know what government policy is, Mr. Cooke. I can only tell you that the rate of the decline has probably lessened for 1980-81 but it is still in the same direction.

**Mr. Cooke:** In the estimates book, I was looking at the provincial grants to universities on page 21. It lists the BIU value, the operating grants and so forth, and gives a percentage of total government spending on a year to year basis, starting back in 1967-68 when it was 5.59 per cent of the provincial expenditures.

In 1979-80, it was listed at 5.81 per cent but this year for some reason they didn't calculate the percentage. If my mathematics is correct—and it may be suspect; I went through high school when we were going into the new math—I calculate it at 4.84 per cent of the provincial budget, which obviously indicates that this is a further example of the government's decline in priority for post-secondary education. With your objective point of view, would you feel that in the last few years there has been a change in priority in government with post-secondary education?



**Dr. Winegard:** I think that's the opinion of the council, yes. If one looks at the primary and secondary school figures, for example, on a per-student base they appear not to have been hurt as much as the universities. The Council of Ontario Universities' figures would indicate that is so for some of the other areas, too, but as I said, we have not verified those. I am not really in a position to respond.

**Mr. Cooke:** What tactics does the Ontario Council on University Affairs plan to use over the next number of months? I was critical of your group before System on the Brink. I think that report was good. It represented a position I think you should have taken before where you were really acting as an advocate for the university system. I think I said that during the Bill 19 hearings.

What do you intend to do now? The response really was only two per cent higher, but inflation in the last year has been running higher than the year before. What do you intend to do to try to change an apparent government policy which is leading to disaster?

**Dr. Winegard:** We are in the process at the moment of writing the funding advice for 1981-82 and I think it is fair to assume that we will point out to the minister and the government many of the matters that have been raised here today in that funding advice memorandum when it goes forward, probably in about a month's time.

We do not intend to write a System on the Brink in the summer of 1980. We are turning our attention to the role of each of the institutions and looking at that side of things for a change, because it in some sense follows along with your comments earlier and Mr. Sweeney's questions. We think the organization of the system has to be looked at and we are going to be a little more aggressive in that area during the summer.

But I don't want to quarrel with you, Mr. Cooke, about whether the Ontario Council on University Affairs should or should not be an advocate for the universities. That is not our role as we see it. We feel that on any particular issue we could be on the universities' side, right alongside.

**Mr. Cooke:** I only mean when they are correct.

**Dr. Winegard:** Yes, I know. At other times we think we are probably as close to government as we could possibly be because we think it is correct.

I think the thing about OCUA is that, if we are to continue to serve, we will only do so if we have the freedom to be between

the two and take our own position on any issue.

**Mr. Cooke:** Mr. Sweeney and you talked about the frustration level with OCUA. The frustration must have affected all OCUA members, but especially you. At one point you were considering resignation, according to the press. I assumed it had something to do with the frustration you were feeling as the chairman of OCUA.

**Dr. Winegard:** My resignation is news to me.

**Mr. Bounsall:** However, not a bad idea now that you think of it.

**Dr. Winegard:** If you say so, Dr. Bounsall.

**Mr. Bounsall:** Not from my point of view, no.

**Dr. Winegard:** As far as the chairman of OCUA is concerned, he has always felt that when either the government or the system no longer wants him, he is more than delighted to step down. My term as chairman was up in February and that might have been—

**Mr. Sweeney:** In the meantime, he's going to stay put.

**Dr. Winegard:** That's quite right.

**Mr. Cooke:** What is actually happening in the universities? As opposition critics, we certainly hear from students what's happening and we hear from faculty.

**Mr. Bounsall:** We hear from administration too.

**Mr. Cooke:** Yes. You are more objective, according to the government, than those interest groups so you have more credibility. Because your recommendations have been turned down on a regular basis when it comes to funding, you certainly have more credibility when it comes to the press and the government.

What is really happening out there with the equipment and in research and development? What are the effects on research with the decline in funding?

**Dr. Winegard:** As you know, equipment is not being replaced. One knows that from the numbers alone. I do not think it is just government's fault. I think all of us in a sense were sleeping at the switch because we were getting so much equipment out of the federal government and out of our provincial capital grants. We were building up the stock of equipment we all knew we needed and wanted. The cost of maintenance and replacement of that, et cetera, I think came as a bit of a shock to everybody when



we finally said, "Yes, we have it all, but look at it here."

I think we all should have realized it as we were getting it that way. We should have made a lot more noise, saying, "Yes, but it is going to cost us money later on." We did not and it certainly is going to cost us a lot of money now.

From my own experience in the university—I still do a little research at one of them—the equipment is running down. It is very hard to maintain now with the funding they have.

**Mr. Cooke:** What are the effects on the quality of the research?

**Dr. Winegard:** I don't know that it affects the quality of the research, but one has to be that much more careful that one is not getting spurious results and so on. It takes one longer.

**Mr. Cooke:** The quantity is cut down. What about the type of research? We were told during the Bill 19 hearings that a lot of the research now going on is really an extension of what is going on in other jurisdictions rather than new research initiated in Ontario.

**Dr. Winegard:** I do not know that I could answer that directly, but I could give you a slightly different answer which may satisfy you—that we are not able in this system to bring in many young people on continuing appointments at the bottom of the scale, as we all did in our earlier careers.

One had something to look forward to. One could start a research program knowing one was going to have some period to carry that forward, and with any luck one would be there for a few years. That is beginning to tell, in my opinion. I think the universities are beginning to pay for that lack of—

**Mr. Cooke:** These are the term appointments?

4:50 p.m.

**Dr. Winegard:** Yes. Some way may be found through the Natural Science and Engineering Research Council grants, this new apprenticeship research associate program they have going. As well, something must be done to provide overhead, or base support or whatever, to the universities to handle their people. If we just give them more researchers, we are going to exacerbate the problem, because every time one puts another researcher in place, it costs money to keep him there. Somebody has to help pay that. I hope that NSERC, when they do this, will provide some overhead money as well.

That is the only positive step we have seen along that line. The Ontario Council on Uni-

versity Affairs has been harping on this research thing for two and possibly three years now. We are very concerned about research in Ontario.

**Mr. Cooke:** When are we going to come to the crunch on the problem with faculty being on term appointments and with the problem that our faculty is getting older and we are not replacing them with permanent appointments? When is that crunch coming?

**Dr. Winegard:** That is the insidious thing about the whole business. I do not know that we will ever know when the crunch is there. We are just going to keep sliding. I do not know that we are ever going to be able to say, "We have now tumbled completely over some hill." We are going to keep sliding down until the whole research enterprise is no longer as viable as it once was.

**Mr. Cooke:** Are we seeing more of our good researchers—when I say "good," I mean established researchers—travelling out west or going down to the United States, as has been warned?

**Dr. Winegard:** I cannot respond to that, Mr. Cooke. This was raised at our spring hearings. My understanding is that the Council of Ontario Universities is going to try to get some information on this.

The movement in and out, particularly in the junior ranks, is very large. Perhaps if one looked at the senior ranks, one might be able to pick up something. I have no doubt that some of the western provinces are going to buy people away from us.

**Mr. Cooke:** You will be addressing that problem, though. You have been talking about it for a couple of years. That type of information that COU is gathering for you obviously is crucial.

**Dr. Winegard:** Yes.

**Mr. Cooke:** Can we expect a report? I personally—and I think you would agree—feel that research in our universities, because of the type of economy we have where very little is done in the private sector, is crucial if we are ever going to develop economically in this province. I hope OCUA will be speaking out louder, maybe even producing a report like System on the Brink, addressing almost exclusively the problem in research.

**Dr. Winegard:** As soon as we have information that is solid, we will certainly be trying to get it out. As I said, the difficulty is it's so soft. One knows something is happening, but when one tries to prove it, it is much more difficult.

**Mr. Cooke:** What is your reaction to the COU proposal about the council on research

they have suggested in the report to you, I believe? Has the OCUA dealt with that?

**Dr. Winegard:** They gave it directly to the Premier (Mr. Davis), I understand.

**Mr. Cooke:** Have you seen that report?

**Dr. Winegard:** Yes, we have. In some ways it follows the discussions that COU and OCUA have been having now for two years on the whole research question. We put it directly to COU in my letter of last October.

They have been working on this for some time. I am not sure when their report was finished. My understanding is they sent it to the Premier. This is a Council of Ontario Universities position now, a publicly stated position.

**Mr. Cooke:** Can we expect that your group will be dealing with that, either endorsing their recommendations or coming up with an alternative?

**Dr. Winegard:** In the hearings so far we have been asking the institutions whether that is something they want. The answer has been almost unanimously "Yes," so if there are no formal proposals, we will certainly be letting the minister know we have asked this question and have got an overwhelming response that says Ontario needs some kind of research council.

**Mr. Cooke:** I have seen various statistics. By the 1990s we are going to need a 50 per cent increase in highly skilled people to meet the federal government goal of 1.5 per cent of the gross national product, and to research some of the other initiatives that are taking place, like the new research centre that Chrysler Canada Limited is going to have in Windsor and the new auto parts research facility that the government is going to sponsor.

Have you got a handle on what numbers we are going to need and are we planning for that? The students seem to think we are not. The graduate placements and the support we allow for our graduate students would indicate that we are not planning for it. When can we expect some recommendations on that from the Ontario Council on University Affairs?

**Dr. Winegard:** I do not think you are going to get them in a hurry. Let me tell you why. I think you will find some members of OCUA are really quite frightened about this. We agree with the overall thrust that we do need more research and development in this country and we have been saying so now for three years. I think one should be cautious about what is going to happen in Canadian industry. If we pull out all the stops and

double the graduate school size, for example, and something does not happen, we are going to have an awful lot of discontented people out there.

**Mr. Cooke:** What if something happens and we don't plan for it?

**Dr. Winegard:** What you can do is put the information out there. I believe that students are intelligent and we should get the information out and say to them: "Watch this. If you're in your third or fourth year keep watching this. It is possible that we are going to come out of the R and D slump the country has been in for 10 years." I would crank it up a little, particularly in some of the sciences, but I would be very reluctant to go out and tell every young man or woman I could find there is a great future in R and D in this country, until some of our industries start doing some R and D.

**Mr. Cooke:** A lot of the research is going to be taking place in the public sector. The government is talking about the vast majority of that 1.5 per cent coming from government funding, as I understand it.

**Dr. Winegard:** Government funding, but in helping industry do research and development. There is not going to be much more of that, certainly in the universities, and not much more in house. As I understand it, it's being used in various ways to promote R and D in industry. I don't know that it's going to work. I don't know that anything is going to work except an enormous tax change which would encourage them to do it.

**Mr. Cooke:** One thing that has always bothered me, and I said it in my opening statement, is the lack of relationship between our university system—the educational system in general, but the university system in particular—and our economic needs. We seem to have 15 universities planning basically in the way they want to plan.

You said earlier that OCUA walks that tightrope between autonomy and laissez-faire. How do we ever establish a university system that meets our economic needs, which is so very important if we are going to develop in this province past the branch plant economy that we have right now, in many ways a Third World economy?

**Dr. Winegard:** I'm not sure that change in the university sector is going to change the branch plant economy. I think that is hardly the university's responsibility.

**Mr. Cooke:** It's part of it, part of the economic planning that we need to do in this province.



**Dr. Winegard:** We could certainly do more work in innovation and setup for innovation centres and things like that, which the universities could be involved with, to try to promote that. I am not at all sure the higher educational sector in Ontario is any less responsive to the needs of this country or this province than sectors elsewhere. We've been producing engineers, we've been producing as many physicists and chemists and so on as the country could absorb.

5 p.m.

**Mr. Cooke:** We also produce a lot of Masters of Business Administration and other people in business who end up after their degrees working as insurance salesmen, which they could have done with much less education.

**Dr. Winegard:** That's true, but where do we turn off the tap if we are going to have a system that says, "Go on if you can"? I happen to agree with you about the MBA programs. I think there are too many, but if you wanted to do an MBA and somebody turned the tap off for you, you would probably be quite unhappy about it.

**Mr. Cooke:** I agree there is underfunding, but I also agree that if we have previous resources, which I think we do, we could be using our resources better than we do in some areas. I agree with making the system accessible, but I don't agree with producing people who are eventually going to get into jobs where they are underemployed and are not going to be content with the work they are doing. Where does government planning come into that whole system?

**Dr. Winegard:** I really don't know, because I think you're asking a terribly fundamental question and I don't believe anybody in the room has the answer.

**Mr. Cooke:** You would agree that at this point it is not done, that we have taken the position it is up to the institution?

**Dr. Winegard:** That's right and, as I said earlier, the OCUA is just beginning to tread on some toes here. If one happens to be at one of the institutions whose toe is being stepped on, one doesn't like it very much and it isn't very long until somebody down the road is going to hear about it.

**Mr. Cooke:** We leave the planning basically up to the individual institutions, but what they are saying to us is that they cannot do planning because they do not know what government policy is going to be from one year to the next when it comes to funding.

**Dr. Winegard:** That is not what we have heard this spring, or indeed what I have

heard since I have been at OCUA. What I hear most of the time is: "We don't really want government involved. We don't really want OCUA involved. Stay out of it, we know best."

It has only been in the last 12 months that there has been a recognition on the part of most of the institutions. But not all; there are some who are absolutely against any kind of control.

**Mr. Cooke:** We could probably guess which ones they are.

**Dr. Winegard:** Yes, I bet you could. There is a recognition on the part of some institutions, and I think the majority, that they want a little leadership in this whole thing. They haven't said they wanted firm control. They have only said they would like a little leadership, a little guidance, to take them off the path they are now on to see if we can't turn it into more constructive planning.

**Mr. Cooke:** When I talk about the planning I am talking about the universities not knowing what their funding arrangements are going to be from one year to the next.

**Dr. Winegard:** The thing they do not know is the total value of the grant, the total pie, if you like. They are well aware of what their share of it is going to be because, by the time the enrolment for the previous year is known, they have already calculated their three-year rolling average, they have already gone through their discounting, they know exactly the share of the pot they are going to get.

**Mr. Cooke:** They don't know what the pot is going to be.

**Dr. Winegard:** The Council of Ontario Universities sends it out to them. That's right, they don't know what the pot is going to be.

**Mr. Cooke:** Would it not be helpful if we could get a statement of government policy over the next five years in terms of funding, instead of a political decision that is made on a year-to-year basis?

**Dr. Winegard:** It would be wonderful. I know of no jurisdiction in the world that does it. Great Britain used to. Britain has now moved away from the five-year pre-planning.

I agree. When I was running one I always thought it would be marvellous if I knew what was going to happen two or three years down the road in terms of total funding.

**Mr. Cooke:** Let us turn for a moment to accessibility, which is one of the things about the Ontario Council on University Affairs I have been disappointed about. I have never heard in any of the reports you put out any



great emphasis on accessibility. There is sometimes a paragraph or two which mentions it, but does not seem to come to grips with the problem.

Do you feel there is a role for OCUA in that? I assume you agree that there are some problems.

**Dr. Winegard:** There are problems. I do not think you are going to hear much from OCUA on this and for a pretty sound reason. There are people in the system now who have spent a good deal of their time on the accessibility question. The Ontario Federation of Students, for example, is a very good advocate of accessibility and critic of the Ontario Student Assistance Program. The Council of Ontario Universities does some work on accessibility.

In terms of the priorities we have, we believe we are better off to look at total system funding, to keep accumulating the evidence, making the case, and to look at general system planning. We do not think anybody can do that as well as we can.

**Mr. Cooke:** How can you plan for the system as a whole when you talk about a 10 per cent increase, in giving universities a fee autonomy to a certain degree, and not address the problem of accessibility at the same time? Planning has to do with the number of students, the fees that students who go to university are going to be paying. That all has to do with planning, not just how much in the way of operating grants are going to be offered.

**Dr. Winegard:** It depends on the level of planning, Mr. Cooke, and I agree. But OCUA does not believe it can do everything. We have to decide what we can do with the resources we have and what other people can do at least as well as we can. We think the Ontario Federation of Students does a superb job of raising some of these issues.

**Mr. Cooke:** I agree, they do, but on the other hand OCUA would have a little more credibility than OFS, which is an interest group for students alone. If you took that attitude, I am sure COU could speak on behalf of itself in terms of operating grants. They would not need OCUA.

**Dr. Winegard:** It is a question of priorities. When we called the fee advice, we wanted to make three points about OSAP. We felt the administration of it in the past had not been good. In terms of accessibility the knowledge that funds were available to students had to be put out long before they reached the high school stage, and that came from our discussions with some of the high school principals.

We felt that in the eligibility periods those were three of the important things that we could say. We also agree with the point that you made earlier, that in terms of accessibility it is really parental attitudes, and impressions more than attitudes, that one has to correct. That has to happen away back.

**Mr. Cooke:** I would not want to leave you with the impression that I think it is only parental impressions of the system. There is a lot more to it. I think that is an important aspect.

**Dr. Winegard:** I think it is the most important one.

**Mr. Cooke:** I can only say I totally disagree with you. I think that OCUA does have a role to talk about accessibility when it is talking about the university system and planning. OSAP is not the only tool of increasing accessibility. I think special programs have to be set up within the institutions and I think OCUA has a role to play in encouraging institutions to set up those programs.

I hope there is a change with your council and that you eventually become more involved in that area. I realize you have to set your priorities, but I believe that one of the basic principles of an educational system in this province has to be universal accessibility. If you have not dealt with that problem, then you have not dealt with one of the basic principles of a good educational system. I think by not dealing with it, you are ignoring it and will never have a good system, the type of system that I would like to see, until that problem is addressed.

I just want to ask you one final question. Mr. Sweeney talked to you about the credibility of the council, and you explained that. Rather than ask how you view your credibility, I want to ask you how you view your effectiveness, which I think is different.

5:10 p.m.

**Dr. Winegard:** In terms of our getting money from government, obviously not very high. In terms of working out what I think are reasonably fair and equitable ways of distributing whatever funds are available, and in moving towards program control with some sensitivity so that we do not destroy what we are trying to accomplish, I think we have not done too badly.

There are many, I know, who think we have been much too softhearted. There are others who think we are becoming much too tough. I don't know. That is like my asking you if you are a very effective member of the provincial Legislature.

**Mr. Cooke:** Do you want me to answer?

**Dr. Winegard:** I guess the opposition has been about as effective as you. I notice no government has been brought down as yet over university estimates.

**Mr. Cooke:** One thing has always bothered me about the university sector in this province since I have been critic. I have always looked at people who are in the university sector as those who are supposed to be the movers and changers of our society. But one of the most difficult things to do in the province seems to be to change the universities. They seem to resist change more than any other institution in the province.

**Dr. Winegard:** Of course; and thank goodness. That is one of their strengths. That is the dilemma. The ability to resist change is one of the main strengths that universities have. It is one of the reasons our civilization carries through; they are not going to flip-flop all the time. But when you want them to change, it is terribly frustrating.

Really, I think institutions that change at the snap of your fingers would not serve you well at all.

**Mr. Cooke:** I would not want a change at the snap of the fingers, but when there are compelling reasons for change I would like to see some changes.

**Dr. Winegard:** They change over the years. Some programs are being dropped all the time and others are coming in. Over a 25-year period it is not too bad. If you are talking about five years, it is pretty bad.

**Mr. Cooke:** I have only been looking at it for three years. I was part of it before then.

**Mr. Bounsall:** I have some questions on a few areas that came to mind during the discussion.

As chairman of the Ontario Council on University Affairs, are you in fairly constant contact with university presidents and faculty members? Or do you and the council tend to get isolated?

**Dr. Winegard:** We try not to. We have public hearings, as you know, every spring with each institution and with the provincial organizations of students, faculty and staff. From time to time we have meetings with, for example, the executive of the Ontario Confederation of University Faculty Associations.

In the last year I have tried to make a point of seeing whoever happens to be president of each of the associations I mentioned because I wanted to talk to them about the next set of hearings and what were the critical questions from their point of view so

we could bring them out and air them at the next hearings.

**Mr. Bounsall:** I am leading into another set of questions here. Do you, for example, get phone calls at your desk fairly frequently from faculty members or administrators across the province?

**Dr. Winegard:** The calls I get would be from people who were on the executive of OCUFA, for example. I occasionally get a faculty member who wants to know if that funding formula really is the way some administrator told him it was; that kind of thing. We get calls from the Ontario Federation of Students, on occasion, wanting some clarification about something.

**Mr. Bounsall:** In those contacts you do have—not publicly, I am sure—have you advocated some sort of political action? I do not mean party political action, but political action of the type that would reverse the funding situation.

I refer to the example of Germany, in Bonn, where the universities took quite a chop in funding. The faculties rose up, marched on Bonn, and the funding was restored. I have not seen that happening in Ontario.

Where does the impetus for that kind of leadership come from? Because if they ever decided to do that, if all the people in positions of power and authority who are university graduates were drawn into that through their parent universities, it would form a power bloc like this province has never seen in any area. What I am saying is the shoe really mustn't be pinching if they haven't gone to that. Where are you in this?

**Dr. Winegard:** Far be it from me to advocate political action. On the quiet, sure, I would tell them the decisions are made in the Legislature and that if they do not get to members of the Legislature and convince them, all the System on the Brinks in the world are not going to do anybody any good.

**Mr. Bounsall:** How far away are we from that, in your opinion? Are they taking some sort of action that will make a mark?

**Dr. Winegard:** I really do not know.

**Mr. Bounsall:** They have all the tools to do it if they decide to do it. I cannot think of a group, together with their alumni, or just by themselves if they didn't want to involve the alumni, who would be a more powerful group in our community. If they really wanted to do something about it they could.

**Dr. Winegard:** I agree with you, Dr. Bounsall. But at the same time one must remember what the average faculty member is like.



You are interested in your particular discipline. You want to get on with your research. If they don't want to give you a salary increase, two or three in 10 get very angry. The rest just tell somebody to go jump in the lake and go back to the bench or back to studying Shaw or Milton or whatever. They always have that retreat where they can go to satisfy their own urge.

It is very difficult to—

**Mr. Cooke:** We always know who the faculty members are who are members of the Legislature. They give 50-minute speeches, or if they have taught two periods in a row they give 100-minute speeches.

**Dr. Winegard:** Well, I had better disappoint you today.

**Mr. Bounsall:** That was supposed to be aimed at me.

**Dr. Winegard:** Oh, I got it all right.

**Mr. Bounsall:** You notice I did not pursue the topic—and I won't.

The faculty in Ontario is really in a rather sad state. I understand what it is they do. Two thirds of my department felt very uncomfortable outside their chemistry labs, but that was put down to one period.

I understand the dedication they have to their research, but their attitude is hurtful to them and to their research. I have often not been able to understand the failure to make that obvious connection in people who clearly indicate they can reason and reason fairly logically in most cases.

**Dr. Winegard:** That is true. I am sure that there will be, as this goes on, more tendency towards political action in these things. But we professors are a strange breed.

**Mr. Bounsall:** Mr. Sweeney mentioned the question of rationalization. This was gone through quite extensively at one point a few years ago at the graduate level, which is where the great expense comes in terms of equipment and so on. You had various disciplines limiting quite specifically the areas into which they would not advance, changing whole programs at the graduate level and putting an emphasis on one where they could concentrate equipment, and so on.

**Dr. Winegard:** From the general to the specific PhD programs.

**Mr. Bounsall:** Right. Has that continued at the graduate level, or has there been some fraying at the edges of that commitment and rationalization?

**Dr. Winegard:** No, that has continued, with a slightly new wrinkle. What is in place now, besides the straight appraisal for a new

program, is what I call the assessment appraisal system, whereby you would take a whole discipline—for example, English—and you would assess and appraise every PhD, every masters' program in English, field by field.

It is my hope that when we get some of those results, we are going to be able to say: "You are not very good, university X, and we are going to withdraw funding. We haven't got enough to go around and we would rather support the better ones in a more reasonable way. Your funding for that program will disappear."

**Mr. Bounsall:** Not all the disciplines have been completed.

5:20 p.m.

**Dr. Winegard:** None has been done on the new process. I expect the first reports will be out some time this fall. In addition to that new procedure, which went through long discussion between Council of Ontario Universities and Ontario Council on University Affairs as to how we could get a better handle on this, there is also, again via OCUA, a set of criteria which must be met for new programs.

**Mr. Bounsall:** Yes, I know that.

**Dr. Winegard:** They, as you know, have been getting a little tougher. In the last year we have said it must be consistent with the historical strength or historical development of the institution; in other words, it has to fit that institution. You just can't suddenly come along and plunk down a medieval study institute in a spot that up until then has been known only for science.

Several programs have been withdrawn during the last year by the institutions.

**Mr. Bounsall:** Voluntarily.

**Dr. Winegard:** Yes. Clearly that is how we would like it. We don't really want to get into too many scraps across the system.

**Mr. Bounsall:** I remember a very significant shift happening in engineering research. Was it the Ring of Iron report?

**Dr. Winegard:** It was the Ring of Iron. They told some institutions not to go in any deeper, and so on.

**Mr. Bounsall:** Some distinctly switched their emphasis. They caused limitations and so on without destroying any of their programs, without withdrawing a master's or a PhD. They just said: "Okay, that's fine by us. We will concentrate on this and we will let our specialty go, or we will not bother to expand it." That must have saved resources in the province at that time.



**Dr. Winegard:** Ring of Iron in that aspect saved resources, but it also had an unfortunate effect because it told us we had too many graduate students at the PhD level in engineering. It was like a big blanket that was thrown over the system.

Unfortunately, as you know, that's not the case now. One wonders just how much of the dampening was by the sort of aftermath of the Ring of Iron.

It did have, certainly, many of the effects you talked about. It did get neighbouring institutions to say, "Well, we will do this in transportation if you will do that in transportation," and so on. This is what we continue to hope for and what the whole planning process is all about.

**Mr. Bounsall:** I can see that acting very effectively at the graduate level and in programs. Once a student becomes a graduate student he also becomes more mobile. With things like paid assistantships they can go to another city very easily. But I can't see it operating all that effectively in undergraduate programs.

How many undergraduate programs do you cut back or do you not offer and still have the institution remain as a viable post-secondary institute of learning? I can see some real dangers. I thoroughly understood the reason for it, but I was rather disturbed when the Asian studies program was completely cut at the University of Windsor. They never had many students in it, but there weren't many other places in Ontario that had it either—just one other, I think.

**Dr. Winegard:** The University of Toronto has it, and at one time the University of Guelph had one.

**Mr. Bounsall:** Yes. One third of the world is Asian. It seemed eminently reasonable that there should be a couple of places in Canada that gave a good Asian studies program.

**Dr. Winegard:** I would agree.

**Mr. Bounsall:** It disappeared into other departments.

**Dr. Winegard:** I suppose, starting from scratch, one would say: "Where should we have it? Where have we got a good deal of competence in Asian languages? Can we fit the history and political side on to that?"

The undergraduate case is much more difficult, I agree. That's why in OCUA, as I indicated earlier, we are being very cautious of the undergraduate. We are just drawing up the plans now as to what was happening.

I will use as an example the labour studies program at McMaster University. McMaster has been building that and building it very

well for probably six, seven, or eight years, getting ready to make it an honours undergraduate program in continuing education. They have had some research going on and they have been moving it up.

When I talked to Professor Bourns a year ago, I said: "Wouldn't you get a terrible shock if the year you introduced it six other universities introduced a labour studies BA? There wouldn't be enough at the moment for any of you." I use that just as an illustration.

**Mr. Bounsall:** Is it in the area of expansion of undergraduate programs that you would have the most effect?

**Dr. Winegard:** Yes. That is what we are concentrating on at the moment.

**Mr. Bounsall:** You don't really see yourself going in and saying to someone, "With only 40 students a year going through your geology program, you should really think of dropping it." It's really not that. Rather, it is a limitation of what new areas will occur in an undergraduate speciality in the next few years.

**Dr. Winegard:** It is trying to fit the new areas into the existing structures and very cautiously saying, "If you have areas you think you would like to get out of, let us know and we will see if there is any way that anybody could help you." But that, of course, is much more difficult.

We are at the very early stages in the undergraduate. I believe Council of Ontario Universities and the Ontario Council on University Affairs are treading very carefully. You must have a core of arts and sciences. From there, where? What size must that core be? Some people will say that you have to have Russian or you have to have five or six languages. They run an awfully good core in arts and sciences in many institutions with perhaps only two or three languages in addition to English.

Some of our expectations have also got just a little out of whack in the growth days, but no one is more cautious than I am, Dr. Bounsall, about this whole area. I get quite frightened by the thought of going in there with a big stick.

**Mr. Bounsall:** I can see where it would work in expansion of new undergraduate programs. It would be very difficult to do in any other sector of it, certainly in the foreseeable future. Maybe 15 years down the road you will be talking in terms of getting out of that program and expanding this one, giving up your library holdings in journals in this area and having other jour-

nals come in, or what have you. But that has to be a long way down the road.

**Dr. Winegard:** Going back to Mr. Sweeney's question, there are some areas in some of the professional programs where they may be prepared to move out voluntarily when an institution's enrolment drops to a certain level, if they could find a way to do that.

**Mr. Bounsall:** Has that occurred at the undergraduate level?

**Dr. Winegard:** I don't know of a professional program that has been dropped. I know of many honours programs that have been dropped, usually a language combined with history or something like that—like your Asian studies one. There are several of those.

One could imagine that in the faculty of education, for example, if enrolment continues to drop one or two of the institutions might have a barely viable enrolment. You would be saying to that institution: "I don't know that you need any more money to put into that program. The truth is we don't really need that program. We already have six others. How could we help you drop that program? What would you need? Do you need golden handshake money or what? Is there some way this could be arranged?" We are just tentatively putting these feelers out at the moment.

Some members of the council are not at all sure one can go the dismissal route—the golden handshake route, whatever one wants to call it—with public money. I am prepared to, but I am one of 20.

**Mr. Bounsall:** If it can save money down the road, that's always attractive to the public.

**Dr. Winegard:** I think one could show that we would have a better system and it would cost us less in the long run if we were to front-end load some of these things. But I am speaking terribly frankly here and I am no doubt out of line.

5:30 p.m.

**Mr. Bounsall:** There is one other area I want to touch on. I won't take much more time.

You mentioned major changes in taxes are the only way of encouraging R and D in Canada or Ontario. Certainly tax breaks for the encouragement of it or outright grants—and I do agree there should be some more university research expansion encouragement—but, relative to other countries, a great expansion has to take place in the industrial sector. Have you given any thought to encouragement of another sort?

In Ontario we control our resources and the licensing of them. You get a mining licence; you get a licence for our timber or pulp. As a condition of that licence, must they do all of the R and D associated with that activity or the licence is withdrawn?

**Dr. Winegard:** I have thought about it personally. But I am a hawk on this one.

As a council we have not got into this. We have concentrated more on trying to document how bad our problem is, saying to government, "Look, we can't let this go on."

In the forest industry, they do some research. They do some research in the mining industry. But the most terrible problem in this country, in my opinion, is the transportation industry, which is so big and we do absolutely nothing.

**Mr. Bounsall:** Where would you encourage that?

Interjection.

**Mr. Bounsall:** That was a very minor start.

**Hon. Miss Stephenson:** Well, at least it is a start.

**Dr. Winegard:** I would like to see the automobile companies do a little bit in this country.

**Mr. Bounsall:** On transportation, or are you talking about vehicle design?

**Dr. Winegard:** Transportation, vehicles—the whole area seems to me to be wide open. Transportation is one of the critical areas in this country and we have two or three groups working on it across the country, but I'll bet it does not come close to the amount of money the mining industry, for example, is putting into research in this country. Yet, in the long run, it is just as important.

I have always said, right from my metallurgical days when I was back in the lab, that I thought the automobile industry in this country has let us all down very badly indeed. They do it in Detroit.

And it isn't just Canada. They are pulling their research out of Europe too, pulling it all back to Detroit.

**Mr. Bounsall:** The consolidation started in virtually the whole scientific field 1967 to 1969, didn't it? It was in full swing by the end of 1969.

**Dr. Winegard:** Look at the two big automobile company labs in Detroit; they pulled everything in.

**Mr. Bounsall:** We could make speeches to each other on auto company R and D—

**Dr. Winegard:** It wouldn't do much good.



Mr. Bounsall: Yes.

Mr. Isaacs: Let me pick up on that last point first of all. There seems to me to be a problem in justifying to the public the expenditure by the universities of money on, shall we say, research in English, when they are not spending what the public perceives to be a necessary amount of money on research in transportation. There is not the goal-directed research going on visibly in the universities that the public might regard as meeting the public's goals.

Does OCUA address itself to that, when dealing with the matters of research and funding?

Dr. Winegard: What we have said is, as far as we are concerned, most of the provincial money that is used for research through the basic grants should really be nondirective, that we need a nondirected system of that level.

We are not unhappy about a good deal of the federal money, the new money coming in, being directed funding. As we have indicated, we would be rather pleased to see the provincial government, if they establish such a research council or whatever, have this funding directed towards matters of concern to the economy of Ontario. So there are the two parts.

Unfortunately, I think much of what the universities are doing in directed research is not getting to the public. There is a lot, but it is just not getting out there. There is a little squib in the paper about some negotiated or development grant and that's all you ever hear.

Mr. Isaacs: The Ministry of Industry and Tourism, as an example, presumably spends a great deal of money telling the public what it is doing. The Ministry of Colleges and Universities doesn't; OCUA doesn't; COU doesn't. Has OCUA considered that problem of the public visibility of the university system and the possibility of launching a major public educational program about our university system and what it is doing?

Dr. Winegard: OCUA has not thought of doing it itself. But OCUA in an informal way has been at the universities and COU to try and get the message across. We believe that is part of the problem; if the people of the province knew what their universities were accomplishing—Can I just move off research for a moment?

We find it absolutely astounding that few people in the province realize 50 per cent of the students in the universities are in professions, job-related subjects. Probably about

50 per cent now are in arts and science; in the nondirected areas.

People talk about the community college system or some other system as being the job system. Good heavens, the universities are turning out 75,000 registered, full-time students right now in the professional, job-related occupations. Yet the way we talk about it—and I am as guilty as others—we tend to think that all 150,000 full-time undergraduates, or whatever the number is now, are in arts and science programs studying English or philosophy. We have a lot of them studying English and philosophy, thank goodness, but we also have a lot who are much more related to the market.

So the whole public relations thing, as you know, Mr. Isaacs, is not something the universities are terribly good at.

Mr. Isaacs: That's right. I find it absolutely amazing that universities are not good at it when it ought to be one of the things they have strength in, given that they have business programs, given that they have political science programs. The skills there do not seem to be used for the welfare of the universities.

Perhaps, as an aside to the minister, it horrifies me when I go and talk to people in my riding and they complain about health care cutbacks or they complain about high taxes. Their solution is, "Close down that university at the other end of the city."

We are not doing the job of telling people the benefits that universities provide. I hope somehow someone can address that fairly quickly because, just as Mr. Bounsall said, we do not see faculty demonstrating for money as they did in Germany. So I think we are going to see a situation where the universities very quickly could become the fall guy for a lot of society's problems. Society will turn against the universities and demand that they be closed down as a first measure of cost-saving if things get any tighter than they are now. I sincerely hope someone will address that.

That leads into a comment you made earlier, Dr. Winegard, in response to some comment to Mr. Sweeney. It is also in the white paper and in many other places.

You posed the question, "Is it time to have a fundamental look at the future of the university system?" Do you have an answer to that? Has OCUA said, "Yes, it is time," or "No, it is not time," or "Yes, it is time, but someone else has to do it"?

Dr. Winegard: No. We came to the conclusion that it was time, but that what we did not need and what would have been



destructive to the system was a major commission, a full-blown kind of operation. We concluded that we needed to start moving on some of these things we have been discussing, but that much of it had to be done gently, feeling our way and going forward slowly.

5:40 p.m.

The problems were there; out of the spring hearings clearly came the feeling we would have to have more—I'll use the word control, but co-ordination or whatever euphemism one wants to use—in the system; that we had to keep looking at ways of distributing whatever money was available. We just couldn't sit back and say that was marvelous. We had to face the whole question of differentiation grants and see how they could be brought in to entice institutions to take certain roles, if you accept the role they have already agreed to take but in which they feel they are not getting any financial credit for having sacrificed some part of their work.

So I think the answer is yes, but let's try and work together and see if we can't push it back bit by bit.

Mr. Isaacs: Working together on the part of the universities and OCUA and COU.

Dr. Winegard: Yes, traditionally that has worked on these kinds of programs.

Mr. Isaacs: Has OCUA ever met with groups outside the universities here to find out what those outside feel the university system should be doing or how it should be structured? I'm thinking of professional associations, labour, community groups in communities where universities are located or communities where there are no universities. Where is the public input to the management of the university system?

Dr. Winegard: Only through boards of governors, whatever people come forward on boards. There are always board members at the hearings, sometimes just the chairman. Last week at one hearing we had four board members sitting through the whole hearing responding to questions, but we don't have, in the sense that you mean, that kind of public session, no.

Mr. Isaacs: University boards of governors don't have those either. In that way universities are keeping themselves fairly well isolated and, while that may have some merit if one believes it's good for things to change very slowly, it may also contribute to the problems in the universities' lack of rapport with the community.

Dr. Winegard: Some things do happen, and are happening more, in the community. At an institution you would know well there was at least one meeting a year with the city council, with the county council. A joint council-board of governors administration was established, a "Let's work out our problems together, town and gown" kind of committee that looked at everything from parking to roads around the university, garbage collection, and so on. It resulted in the institution receiving money from the city in recognition of it being there.

Mr. Isaacs: I must say in London even today when I visit Western, you can turn on the radio and frequently hear reference to the university on radio newscasts and on phone-in programs. Western has become part of the community that surrounds it, but I don't see that happening in most other university cities or for the university community as a whole. The relationship just isn't there.

Dr. Winegard: I think some of those things are going to develop. Some of the universities are so new that it takes a while for them to know what their own posture is in the community.

Mr. Isaacs: The leadership for that isn't going to come from OCUA particularly, because OCUA is going to concentrate on funding advice.

Dr. Winegard: We do all kinds of things in an informal way to needle and push, as you would expect.

Mr. Isaacs: Last fall, as you know, when the justice committee came to the end of its hearings on Bill 19, the minister presented to the justice committee a statement of aims and objectives for the educational system. Had OCUA reviewed that statement prior to its coming to the justice committee?

Hon. Miss Stephenson: The post-secondary? Certainly the post-secondary—

Dr. Winegard: The university aims and objectives were taken directly from our brief, I understand.

Hon. Miss Stephenson: —come directly from the report.

Mr. Isaacs: They were written in the sense of being, if need be, a legislative statement of the aims and objectives of the university system?

Dr. Winegard: We would have no objection to their being enshrined in legislation. We believe that, with an appropriate preamble, you probably couldn't have five objectives with more common sense about them. In the preamble we would have discussed some of the

more intrinsic things a university system is and what a university education is, and so on.

**Mr. Isaacs:** Let me move on a little bit to the funding side, which I think is the crucial area at the moment. You said that the Ontario Council on University Affairs has no better way of distributing funds than the present system. How hard has OCUA looked or how hard is it going to look for a better way?

**Dr. Winegard:** OCUA has done some internal studies as to how you distribute money, on everything from completely subjective and historical trends to simply increasing everybody by the quota system. We find that if you simply increase everybody, pretty soon the load the institution is carrying on the teaching side bears less resemblance to reality than our current formula distribution. There are many objections, even from the institutions, to the quota concept.

I will give you a personal opinion. If we were going to move away from our current distributive mechanism, I would rather go to a quota system with all of its problems than any of the other systems that have been mentioned, but I really wouldn't welcome that with open arms because it is very delicate. Every year there would be the argument about quota and who is going to set it, and government control and OCUA control, et cetera. It would be horrendous. But it would solve some problems.

**Mr. Isaacs:** But it is true, is it not, that the current system wasn't developed as the best way of funding, of distributing the pie? It developed because the government indicated it was going to cut back. The three-year rolling average came in to deal with a particular situation, rather than being the historic way to fund.

Similarly, the efficiency factor came in because a way needed to be found of getting a figure that was a little bit less than what the Council of Ontario Universities wanted. So you say: "The universities should become more efficient. We'll put a factor in to deal with that."

**Dr. Winegard:** Let me separate funding from allocation.

**Mr. Isaacs:** Let's talk about both.

**Dr. Winegard:** Okay, let's take the funding. I don't believe the government's wishes had anything to do with OCUA accepting the whole concept of averaging and discount. The council at the time really felt the system was large enough that you could fund on the margin. That's how that came in.

The efficiency factor is varied, as you know. It ranges all over the place, from 1.5

to 0.5, or what have you. It is a judgement call by council as to how much rationalization efficiency the system can pick up in any particular year. I don't know whether we are going to use it this year; we're in that argument in the council at the present time.

There are many who want to continue to use it so that at least the score-keeping is accurate and honest and when you come to the end of the period you can say, "If you had followed our advice you would be \$60 million short"—which they are now, of course.

On the allocative side, we just couldn't think of an easier way of either letting institutions down or of bringing them up on the margin, recognizing that all the growth had been paid for in full units. When you come down, it's much more difficult, and the question arises whether you should have some kind of discounting.

Some institutions tell us our discount is too much and others tell us it is too little. We had four sessions two weeks ago. Two of the institutions felt the discount was just right, one felt it was too large and the other felt it was too small.

5:50 p.m.

I am going to answer you in a roundabout way. I am not sure what any of them would say now if the funding advice had been followed. What we are getting through the whole system is people picking at the allocative mechanism when that isn't the real problem. I think the real problem is that there isn't enough money in the pot.

**Mr. Isaacs:** That could well be the case. That was why I suggested talking about both together. I was not trying to get at the details of the individual components.

Let us assume we weren't concerned about government funding cutbacks or shortfalls or whatever you want to call them, at the present time. If the government said, "We want a university system that is responsive to the needs of our society, able to deal with future growth in our economy and is among the leaders in North America, how much is it going to cost to run it?" no one could come up with a figure. All of the tinkering that has gone on is tinkering with the status quo that came about almost by chance, rather than getting at the nuts and bolts of a university system.

It seems to me that until someone says, "This is what you get for this amount of money"—and it may not have to be a government agency; it might more appropriately be done by an outside research organization, but until someone comes to grips with that there is always going to be a shortfall, because uni-



versities are always going to be seeking more than they are able to get.

**Dr. Winegard:** I am not sure. I don't think there has to be a shortfall. I think we could have maintained quite a good system, one that really doesn't have to take second place to many, if the government had followed the advice of the Ontario Council on University Affairs for the last three years.

I know exactly what you are saying, but I am not sure it can be done. I don't know that you can get there from here. If you will give me a clean sheet and tell me you want to have 150,000 full-time undergraduate students in this sort of general distribution and X number of graduate students, et cetera, and let me design the system, I will do that, and I will tell you how much it is going to cost.

But you know that's impossible, and so do I. We have some facts of life we are all going to live with—at least, I think we can. Recognizing that and recognizing that we are not going to close down institutions and so on—we couldn't close down Algoma, which you know was in trouble, so we are not going to close down any big institution with 3,000, 4,000, 5,000 or 6,000 students.

So, as I said, you can't get there from here. Therefore, I think you have to resort to the historical concept. But I do believe, Mr. Isaacs, if the government had funded the system according to the OCUA advice for the last three years we would still have a pretty effective system.

**Mr. Chairman:** Mr. Isaacs, I was of the view that perhaps the minister could respond to the critics today, before we completed. I am wondering if that still pertains.

**Mr. Isaacs:** I have finished, thank you, Mr. Chairman.

**Mr. Cooke:** I hope the minister will have heard that when she was away we had an explanation in answer to both Mr. Sweeney's question and my question from Dr. Winegard, who indicated quite clearly that System on the Brink did not mean system about to be on the brink, it meant the system is already in decline.

**Hon. Miss Stephenson:** That's a new statement from Dr. Winegard to me.

**Dr. Winegard:** No, that's fair. I think the system is in decline. The question is when it tumbles off the edge.

**Mr. Cooke:** Maybe you can bring it to cabinet tomorrow.

**Hon. Miss Stephenson:** One of the questions to which I hope someone can give me a reasonable answer is: when the amount of money available from the taxpayers of

the province is limited for all activities for which government has responsibility, how does one leave one area of government responsibility out of that whole kind of activity?

I have no doubt at all that the universities feel they should not have been part of any system of attempting to rationalize the amount of money available in public funding. I have heard from all sorts of people with some constancy that the universities should not be part of any activity which relates to any exercise of thrift on behalf of the expenditure of taxpayers' money.

On the question Mr. Isaacs raised about having an outside expert look at it, just about a month ago Dr. Robert Berdahl was present at a meeting which was held at the Ontario Institute for Studies in Education at which most of those present were academics. I am not an academic and I was fortunate enough to be there.

Dr. Berdahl's statement was that he was tremendously impressed with what he had seen recently in the Ontario system and its way of operating. He thought it was doing extremely well compared with a number of other systems. I hope his assessment is not incorrect. He is a noted authority on universities. Obviously his opinion does not jibe totally with some others that have been expressed.

**Mr. Cooke:** Does that mean since your own advisory body, OCUA, which is saying the system is on the decline, does not agree with your opinion of what is happening in our university system we will go to an outside expert and try to get someone to back up what you are saying?

**Hon. Miss Stephenson:** No, not at all. The advice I have to take regularly is the advice delivered by OCUA. That is the purpose of that council.

I have attempted in my 20 months to accept their advice as closely as I possibly can. It has not been possible to follow the funding level at the percentage increase OCUA has suggested. That has simply been impossible. And the universities have done pretty damned well in the overall allocation which has been made available in the educational system, within the entire area of government responsibility.

**Mr. Cooke:** If you had a poll showing the feelings of the people of Ontario towards the health care system, which was in a serious decline also and eventually the government responded, I bet if you had a similar poll showing people's feelings in this



province about the university system—it gets back to the problem of public relations—you would have responded in the budget in a much more effective way than you did this year.

I did note, as you must have also, that there were other ministries which came out of this year's budget in much better shape than they went in. The only major social service ministry that didn't get any boost in funding was the Ministry of Colleges and Universities.

**Hon. Miss Stephenson:** It got it in the beginning.

**Dr. Winegard:** I would like to clarify one point, Mr. Chairman. When the minister is referring to Dr. Robert Berdahl and his comment, I don't think he was talking about the funding level of the thing. I think his concern—

**Hon. Miss Stephenson:** No, he was talking about the effectiveness of the system.

**Dr. Winegard:** —was a very important one, very important indeed. In all the things we were discussing earlier, control versus no control, he felt Ontario was doing as well at handling these problems as any other jurisdiction he knew. He had seen them all from complete laissez-faire to New York state's "We-will-crack-everybody-over-the-knuckles" system. He thought the funny peculiar—and he used those words—arrangement we have in Ontario with the COU and the universities and the OCUA and the government, all sometimes going around in circles, was nevertheless not doing a bad job. That was his address at the seminar.

**Mr. Sweeney:** If the minister would check the record of the estimates for the last two or three years, one of the things she would note is the critics frequently start with the comment that we think Ontario basically has a good system. There is no quarrel about that. The question is what is happening to that system. That is the difference.

Berdahl was probably right. I do not know of any other system anywhere that is, overall, potentially as good. But by golly, it is in danger. That has been the thrust of our remarks, Madam Minister, for the last four or five years. It is in danger. As a matter of fact, it is one of the reasons we fight so hard for the darned thing. If we thought it was not worth fighting for we would not bother.

**Hon. Miss Stephenson:** I suppose one would have to say we are all in danger, given current circumstances. The only commitment I can make is that I will continue to battle as diligently as I can on behalf of

the universities because I happen to believe in them.

**Mr. Cooke:** We are all in danger. Your government is in danger.

**Hon. Miss Stephenson:** No, you are.

**Mr. Cooke:** My seat is not. I am quite confident.

**Hon. Miss Stephenson:** I am not worried about your seat. I am just asking is there any one of us who is not in some kind of danger, particularly economically, at this time. If you can tell me there is someone, I would like to know where.

One of the things I have to ask OCUA for is the direct connection, if there is one, between the quality of the program which is delivered by the universities and the numbers of dollars. I know there are some tangential connections; there is no doubt about that. I am sure there are some that could be considered expansionary if one were looking specifically at programs in the universities.

But what is the direct connection between numbers of dollars when you are considering a total number of dollars which is over \$1 billion a year, and the numbers of students that we have within our university system, approximately 150,000 at present? What is the critical mass in dollars and quality at the university?

Is there not some capacity in the university system to do the kinds of things which Dr. Winegard and OCUA have been suggesting are necessary in order to maintain quality? You heard about undergraduate programs, for example. You heard about graduate programs. Is it not possible that the high degree of intelligence, the collected wisdom in that university system is not capable of making the kinds of suggestions and modifications which will improve the quality while making sure we spend the taxpayers' dollars as effectively and as economically as possible?

One of the other questions I have to ask—I am not sure I should ask it as a question, however. The purpose of a university is in some areas, job related, there is no doubt about that. But one of the things we do have to ensure the public understands is that although they may consider the concept of expanding one's intellectual capacity to be somewhat superfluous in difficult economic times, is that not the route through which society moves forward? I believe it is and that is why I believe firmly the soul of every university is an arts and science faculty. I would hate to see universities become Walter Pitman institutions, entirely job related—

**Mr. Cooke:** No one suggested that.

**Hon. Miss Stephenson:** —polytechnical or whatever, or community colleges.

I have done what little I could to increase the public awareness of the value of universities, but they are adult institutions and damn it, they should be able to do it themselves.

Why should government have to sell universities? Universities have been around a lot longer than any of the rest of us and a lot

longer than any PR people I know, and a lot longer than a lot of researchers who are related to universities. Why can't they tell the public what it is they are doing that is of great value to society and to our economy? It is damned well time they got off their butts and did it.

**Mr. Chairman:** Perhaps on that note we can adjourn.

The committee adjourned at 6:04 p.m.

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**From the Ministry of Colleges and Universities:**

Winegard, Dr. W. C., Chairman, Ontario Council on University Affairs









No. S-15

# Legislature of Ontario Debates

## Official Report (Hansard)

**Standing Committee on Social Development**  
Estimates, Ministry of Colleges and Universities



**Fourth Session, 31st Parliament**  
Wednesday, May 21, 1980

Speaker: Honourable John E. Stokes  
Clerk: Roderick Lewis, QC



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# LEGISLATURE OF ONTARIO

WEDNESDAY, MAY 21, 1980

The committee met at 2:11 p.m. in committee room No. 1.

## ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

(continued)

**Mr. Chairman:** I call the committee to order. When we adjourned last night we were just about to hear the minister's response to the leadoff remarks of the critics. Perhaps we could proceed on that basis.

**Hon. Miss Stephenson:** Mr. Sweeney's comments were really a dissertation. I am not at all sure they could be responded to properly except by an equally lengthy dissertation, and I would be delighted to do that at some point. Do you want me to do it today? Or would you rather spend the time of estimates looking at specific votes?

There are certainly expressions of concern; there is no doubt about it. I'm sure I have heard them as frequently as Mr. Sweeney has, since I have had the opportunity to visit every campus of the university system in the province. The last visit was made last Friday. So concerns are expressed with some regularity.

I also have regular meetings with the Council of Ontario Universities' executive and meet with the members of the Ontario Council on University Affairs from time to time. I have regular meetings with the Ontario Council of University Faculty Associations, the Confederation of University Staff Associations, the Association of Part-time University Students, the Confederation of Ontario Part-time University Students and the Ontario Federation of Students. There is no doubt in my mind that the concerns they have are expressed as clearly to me as they are to anyone. I do consider each one of them seriously and try to cope with them within the limitations of the funding constraints which are upon all of us.

I do not disagree with Mr. Sweeney at all. The universities should deal with the brightest people, and I think in most instances they do. There is some concern within the university community that they may not be having the opportunity to deal with all of the brightest people, as a result

of increased persistence on the part of parents and others that some young people attend university when they might be more appropriately employed in some other area.

There is no doubt in my mind that the staffs of the universities and the universities themselves are attempting diligently to ensure that the quality of program provided is maintained, in spite of the difficulties they are facing in common with everyone else.

I am encouraged that this year there seems to be a greater degree of responsiveness within the university system to the problems by which they will be beset in the next three years in terms of the traditional age group of university attenders. They are looking very carefully at ways in which they can ensure that the quality of university education will be maintained when that significant demographic decline in the 18 to 24 year old age group sets in with a vengeance, as it will shortly.

I am delighted that this year the applications for admission to universities continue to increase. They did last year, as you know. I am hopeful that this signifies a change in attitude on the part of some of those students who really can benefit from university education, and that they will consider university an appropriate place for their further development, before participating in the labour force in the province.

We are attempting to remove at least one barrier which may be present, as signified—not too clearly, mind you—by the Anisef study. That is that the prospect of the cost may dissuade a young person from considering a university education. We are moving to increase the distribution of information regarding student assistance programs at an earlier level within the secondary system. I hope that information will very shortly be available to senior students in the elementary system in some appropriate form. They just need to be aware it is there; that cost need not be a significant problem for young people who may have some difficulties in attending university.

The factors which have been pointed up in the Anisef study are, I think, very significant. They do give us direction for the stratification study, which is on the books

and will be carried out shortly, in conjunction with the suggestions of the Ontario Federation of Students.

Mr. Wilson has just reminded me that the Anisef data are based on the old provisions of the Ontario Student Assistance Program. The new provisions do tend to make it easier for young people to achieve their first degree without any significant loan burden by the time they graduate. Something that I suppose we will also have to look at in our examination of the stratification is the actual people who are attending universities and their reasons for doing so.

But, as I said, the Anisef factors that have been defined—and not all of them are defined, although some of the more significant ones have been—will give us specific and very useful direction in carrying out the further accessibility examination, which is in process now.

The whole business of examination of science and its application to the economic base of any jurisdiction is one which has been of concern to us. We have been busily involved in developing a basic concept, which is proceeding now through the various structures which must examine it. This matter has been of concern to me.

Although the universities have demonstrated within the last year or so the capacity to band together in order to produce a mechanism which will facilitate the translation of the products of research at the university level to the production level, I believe very firmly that the development level in industry needs very much to be enhanced. We are moving in that direction at the present time.

I am not aware of all of the things that Dr. Winegard said yesterday, but I am sure that once I have managed to read Hansard I will be aware of them.

I am still convinced that the quality of the system in the province as measured by the usual kinds of criteria which are available, such as the quality of the maintenance of library and other services, has not at this point declined. But I do agree with Dr. Winegard that there are significant problems if the universities and the government cannot find means to rationalize and resolve some of the difficulties they are facing.

The questions which Mr. Cooke raised, I guess I have already addressed.

The loan remission program is obviously one we are looking at right now. The commitment that was made by my predecessor was to have the loan remission program in place for two years. As of this year we will

have had two years' experience with the modified student assistance program, which should give us a much more rational base upon which to examine the effect it may, or may not have, had upon professional courses.

As you know, there has been a request, first from the veterinary students, and more recently from a group of medical students, to look at the effect of the limited eligibility period for grant upon those professional courses. We shall be doing that in order to see whether it has had any particularly disturbing effect on that program.

You referred to loans for part-time students. I think you meant grants for part-time students. Part-time students can, in fact, achieve loans at the present time.

2:20 p.m.

Mr. Cooke: They are difficult for them to achieve.

Hon. Miss Stephenson: It is difficult, yes, but there are other items, and this is one which is being examined, as I am sure you are aware, by the federal-provincial task force. We are all very much concerned that there will be a great increase in the number of part-time students at almost all post-secondary institutions, given the trend which is apparent at the present time.

I think it is incumbent on the federal-provincial task force to examine the needs of students in that specific area for the future. That is one of the terms of reference they have right now. I am not sure it is defined as a term of reference, but it is a part of the examination which is being carried out.

The area of skills training is one which has been of very real interest and concern to us. We have done reasonably well in increasing significantly the number of apprentices involved and establishing linkage programs. Also, the community colleges are becoming increasingly involved in skills training through their involvement in the community industrial training committees' employer-sponsored training and modifications to apprenticeship programs.

We have also managed to reduce the number of required hours for a number of apprenticeships, which would seem to be appropriate. But one of our difficulties still is, as you suggested, finding an appropriate number of places within the right kinds of establishments to ensure that there is an adequate number for all of the young people involved.

We are, as you know, working in conjunction with the manpower commissioner in this area and his recommendations will be part and parcel of the submission when it is made



to the cabinet, which I gather will be done relatively shortly. I wish I could tell you when, but I can't right at the moment. I do expect that it will be before the summer is out.

I really think that is all I should say at this point, Mr. Chairman. If that is all right, we will get on with the vote.

**Mr. Chairman:** That is quite appropriate. Thank you, Madam Minister.

On vote 2801, university support program; item 1, program administration.

**Mr. Sweeney:** I want to cover a couple of topics under this of a broad, general nature. Then, under item 2, I will get into a couple of more specific ones like funding and research and development—things like that.

I would like to start out by addressing the minister about this whole question of accessibility, primarily because of the studies which seem to be piling up of late. I would also like to find out from the minister where she sees the whole business going.

To review the current setting, I am referring to studies that were done at Western, Carleton, York and at McMaster. Although there may be problems of credibility or level of confidence in each of them on an individual basis, it appears, to me at least, that the common theme coming out of all four is that there are potential students from certain levels of our society who are not getting an equal opportunity to attend university.

I want to identify immediately what I mean by an equal opportunity. I am quite aware of the fact that the university is there and that the programs are offered, and if a student is capable of meeting the admission standards he is eligible to come in. So in that sense—I believe that this is the reference the minister was making last week—I accept the premise that there is indeed an equal opportunity to get in any university and in, literally, any program, if one can meet the admission standards.

But accessibility and equal opportunity surely mean more than that. It means that the predisposition that is often required receives an assist and some incentive. It also means that we have to take a look at some of the things that may be inhibiting students from coming into university, and we have discussed a number of these. Money and concern over current economic conditions are surely factors, and parental and family attitude is another. Surely another factor is the kind of counselling and guidance that a student either does or does not get at the

secondary school or in the upper grades of the elementary school.

When I talk about accessibility and equal opportunity I am referring to that broad range. I am not speaking just to the fact that the building is there, the programs are there and if you have the money and the ability you have the opportunity to get in. So, for my purposes at least, let us take a look at some of the things these studies seem to be telling us.

I am going to review a couple of figures; I am sure that the minister is reasonably aware of them. At least it gives us a basis for discussion. The Western figures, as I understand them and the reports I have, show that in 1976, 64 per cent of the students came from families whose income was less than \$24,000. In 1979, that figure would be equivalent to \$29,000. So we simply extrapolate equivalent figures.

However, the study in 1979 showed that approximately 50 per cent of the students came from families below \$30,000. In other words, the upper limit has been increased and the percentage of students has decreased. The inference that is drawn, and I think it is an apt one, is that students today at Western are coming from families whose incomes are increasingly higher. That, of course, takes into consideration the inflation factor, but there is a direct correlation even after you account for the inflation factor.

Let's take a look at the study at Carleton University. In 1976, the majority of students came from homes where the income was in excess of \$23,000. In 1979, that figure had increased to \$35,000. Taking into consideration that the average family income was about \$22,000, both in 1976 and in 1979 the figures were well over the average family income.

Carleton came up with a figure of less than 20 per cent for students who came from homes where the income was below \$20,000.

Another point that these studies arrived at as part of the whole picture is that the majority of students came from what can be described as successful families, which is not at all surprising. They are the ones whose parents showed a clear inclination to help with financial support. Secondly, they are the ones whose parents were able to assist their sons and daughters to get summer jobs, to get better jobs, and to get them earlier. The whole success syndrome fits together: successful families willing to support; ability to get better summer jobs and to get them earlier.

One of the common themes coming out of all these studies shows that what is commonly referred to as the production labour force, which represents about one third of our working people, is represented by approximately six to seven per cent of the students at university. It shows that there are three groups which are chronically underrepresented. Those are the lower-income groups, those from rural areas and recent immigrant families. That seems to show up in every study.

2:30 p.m.

There is some evidence that women are being excluded from some programs, but that evidence, as I sense it, is not conclusive; therefore, I don't think it is something that we should include in the overall study. It was one point that was brought up.

The lower-income people not only are underrepresented, they have a higher dropout rate and, quite obviously, they have a greater need for student aid.

Some of the reasons given as to the possible causes of all of these problems are poor career and guidance counselling at the secondary and upper elementary level, lack of encouragement and incentive both at home and possibly at school or in the community generally, and the encompassing effect of tuition and student.

But what comes at the end, and this ties in with something we were talking about at the elementary school level, the bright students who should be able to succeed at university and should at least be encouraged—although they don't necessarily have to go; we put that far back on the list because we're not suggesting that everyone should go—simply aren't being given the kinds of incentive and the kinds of encouragement that they should have.

What it all boils down to, and I guess I'm really looking for two things, is your overall reaction to this kind of information and where you see your ministry going from here so that this just doesn't continue. It doesn't seem to be getting any better; it seems to be the same thing over and over again. I don't have statistics going back far enough to show just how long it has gone on, but it certainly doesn't seem to be getting any better over the last four or five years. I will leave it there.

Hon. Miss Stephenson: I would like to have in hand the full documentation of the reports the honourable member has alluded to. We have some information about them and I have some concern about the statistical validity of a couple of the studies. The

response in one of them was abysmally low, and I have no idea what that corresponds to in terms of the random selection process which is usually used.

There are, as I said, a number of items which I believe have some bearing upon the decision-making process involving young people in terms of selecting or rejecting university. You have mentioned two or three of them, and I think that there are probably several more.

None the less, the parental attitude towards post-secondary education I think is of great significance in the choice made by the student. Whether there is any supportive concept in the home atmosphere for the value of university education as far as career choice is concerned is, I think, of primary importance in the decision which the young person makes.

The peer pressure which develops as a result of a number of different circumstances is yet another. So is the guidance process, about which there is a great deal of complaint in the skills training area. It has been said that our guidance has been directed in the past primarily by those who have a post-secondary education bent rather than anything else and therefore they could be directing more young people into post-secondary education rather than into other areas.

The present philosophy regarding guidance at the present time is that we should make career counselling available to young people farther back in the educational system. We have already talked about moving that system back in the educational program.

Obviously we should have the best information possible about all areas of potential career choice to provide for young people, so that the young people, with the help of their parents, may make the appropriate choices based upon their own talents, their own capabilities and their own career desires.

I don't think we ever want in this province, or indeed in this country, a system which would direct young people specifically on the basis of someone's relatively subjective or from time to time objective assessment of their talents and capabilities into specific careers for which other people think they are most suited. I do think we have a responsibility to give them all the information we can in order that they may make the choices themselves in the best way possible.

The whole purpose, as I have said before, of the modification of the student assistance program, which my predecessor introduced,



was to try to remove the immediate potential financial burden for students at the undergraduate level at university. I think it has succeeded in that a significant proportion of students who are attending university are assisted by the student assistance program, and the vast majority of those students are from families whose total family income is less than \$20,000 at this time in 1979. The median income for the province, I believe, is \$19,000 this year, so obviously there is a very large proportion of the student body being helped by student assistance at the universities who come from that lower income level.

I am aware there are—I hesitate to call them built-in—resistances within certain family groups and I am not sure how we attack that except by attempting to provide information about the success rate of university graduates in employment which is high, much higher than any other group; the success rate of university graduates on the whole in their function as productive and contributing citizens, which is high; and the information which can be made available about the wide scope of potential career choices as a result of participating in a university educational program.

I don't think we can tell families that they must encourage their children to go to university, but I think we can probably do a better job of providing families, plus children, with the information which will encourage them to think about it.

**Mr. Sweeney:** If I can refer to your comments on guidance, I would certainly support your early statement that we don't need guidance people, as in some cases we have now, only with a university bent, that it is equally necessary to have guidance people who can assist students who want to take a nonuniversity career path. My reference was to the fact that even though we have guidance people in our secondary schools who have that kind of background and who can give advice along those lines, the evidence seems to show that those students with ability did not receive either a sufficient amount of guidance counselling or the right kind of guidance counselling. I suspect it is probably the amount more than anything else.

I also wonder whether we have guidance people in the schools who are sufficiently aware of the kinds of counterpressures on students. We both mentioned some of them: the family pressures; the peer pressures; some of the economic pressures. It's guidance in that frame I am referring to, and it's in

that frame I understand the reports make a reference to it. Not that people who could do it aren't in the guidance departments, but rather that there are some students they are obviously not getting to, whether it's a case of getting to them sooner or getting to them with greater frequency, or getting to them on the wavelength they are willing to listen to, as opposed to not having guidance people at all.

It seems to me—and we're coming back to a point we were discussing under elementary and secondary education—maybe we should try to spot these youngsters earlier than we do now, I would suggest probably in grades seven and eight, although I don't have any grand statistical evidence for that. I just have a sense that is probably where we should be trying to get them, being very sure they understand themselves and their parents understand the kinds of strengths they have and the options that are available to them.

2:40 p.m.

I certainly would not support directing students. That is not the kind of guidance I am talking about. But rather I want to be sure that very few students would be able to say at some later date: "No one ever told me that. I wasn't aware of that. If I had known that . . ." and I am sure you can finish the sentence just as well as I can. It is that kind of concern I have.

The other point, with respect to the funding, is a recent article in either the Western student paper or the Waterloo student paper—I can't remember, one of the two—which pointed out the surprise the awards officers in the last couple of years had when they discovered the number of university students who were not aware of all the ramifications of the Ontario Student Assistance Program. Students are coming in seeking assistance when they should have known there is no way they could qualify. More frequently, they were discovering students who did not come in and who were somehow located in other ways later on, who were not even aware they could qualify although they could.

I wonder to what extent that is part of the guidance program, both early and late in the students' secondary school career. I have no doubt whatsoever that your ministry sends the books out to the guidance people.

**Hon. Miss Stephenson:** Not just that.

**Mr. Sweeney:** Maybe the minister could go on, because I have some sense that students and their parents are not learning soon



enough just what could be available to them. If the minister can disabuse me of that sense, I would be pleased to hear it.

**Hon. Miss Stephenson:** Seminars have been held with the Guidance Counsellors' Association in order to inform them fully of the student assistance program. So not only do they have the information in printed form at hand, they are also told verbally about the need to give students this information.

You are right. The materials are sent out. They are sent out widely as a matter of fact, in order to ensure that at least all the secondary school students are aware this kind of assistance is available.

In spite of the best efforts to do this, there are still some students who obviously are not aware, and there are some who do not read what is made available to them.

**Mr. Cooke:** What about the liaison officer you used to have? There was an OSAP liaison officer—

**Hon. Miss Stephenson:** We have been concentrating, as I am sure you are aware, on the French-language students because of—

**Mr. Cooke:** I read in one of your publications that you had just hired someone.

**Hon. Miss Stephenson:** Yes, because of the relatively low application numbers from that community within the university system. But we have been relying on our contacts with the guidance counsellors, with the publication of material and with the information which is distributed through the guidance system to the students, to get that information out to the high schools.

**Mr. Cooke:** Is there any thought of re-establishing that position which, I think, was eliminated two or three years ago?

**Hon. Miss Stephenson:** Five.

**Mr. Cooke:** It was not that long ago. It was eliminated—

**Hon. Miss Stephenson:** It is almost five years ago that it was eliminated.

**Mr. Cooke:** I thought it was since I have been around here, but in any case—

**Hon. Miss Stephenson:** When did you arrive, 1977?

**Mr. Cooke:** Yes.

**Hon. Miss Stephenson:** It was before that.

**Mr. Cooke:** You did establish a French-speaking liaison officer?

**Hon. Miss Stephenson:** Yes. Specifically because of concern about the number of French students.

**Mr. Cooke:** So you obviously think it is a good idea. Is there any thought of re-establishing an English officer to go around and do the same type of thing?

**Hon. Miss Stephenson:** At this point we will certainly look at it, but I am not sure that is the most appropriate way to inform young people.

One of the difficulties was the fact that it was usually carried out in the early fall, which is not necessarily the most appropriate time for this.

**Mr. Cooke:** You could certainly have the timing changed. It is a matter of getting the position re-established which was, I assume, part of the cutbacks at that time.

**Hon. Miss Stephenson:** I think it probably was early on, yes.

**Mr. Cooke:** What about establishing liaison officers in some of the other languages to get more people from different ethnic backgrounds involved in our university system?

**Hon. Miss Stephenson:** The liaison officer has functioned with students rather than with parents and one would assume that students who are graduating from secondary schools and are able to go to university would understand English or French.

**Mr. Cooke:** But one of the things we have to do is get to the parents, as I think you agree, at least by your opening statement and your response to Mr. Sweeney and myself.

**Hon. Miss Stephenson:** The liaison officer's function in the past was not related to parents at all. I think there are other methods that we could consider in attempting to reach parents at an earlier age. Utilizing the elementary and secondary school systems would probably be more effective than attempting to establish a liaison officer who, in many instances, would have to visit relatively small groups in scattered parts of the province and might not be very effective.

**Mr. Cooke:** Do you have Ontario Student Assistance Program brochures and information on OSAP in various languages?

**Hon. Miss Stephenson:** Just in English and French.

**Mr. Cooke:** It might be a good idea to put those in some other languages and distribute them at the elementary level as well.

**Hon. Miss Stephenson:** For parental purposes, a booklet regarding OSAP, rather than a brief information brochure, in other languages might be interesting.

**Mr. Sweeney:** First, let me reiterate that I recognize the weaknesses in all of the

studies, but the point I tried to make was that there seems to be a consistent pattern in all of them, even though they are weak. That is what heightens our concern.

Let us take the recent one that I am sure you have the most confidence in, Is the Die Cast?, by Dr. Paul Anisef. It seems to point out the same thing.

If you are not prepared to accept any of the others or if you have some questions on the others—I shouldn't put words in your mouth that way—if you have serious reservations about the others, surely you cannot have very many about this one. Where do we go from here? Even given the others have a limited level of credibility, what do we do now?

**Hon. Miss Stephenson:** As I suggested to you, at the present time we are attempting to utilize a number of the factors that have been identified by the Anisef study, to attempt to do some further research to determine the reasons for the decisions which were taken, which seemed to militate against attendance at university or in support of attendance at university, and to try to determine strategies which would assist us in strengthening the active process that we might be able to carry on to encourage more of the appropriate people to consider university education.

**Mr. Sweeney:** At this point what strategies do you sense have some hope of success?

**Hon. Miss Stephenson:** Our strategy right now is a strengthening of the counselling process within the elementary and secondary systems. That is the thing we should concentrate on. The idea of getting information out to parents at a relatively early stage in the young person's development is one we are looking at now as well, so there will be greater encouragement for parents to consider a university education as appropriate.

As I said earlier, I am not convinced the student assistance program is the great problem in this area because one third of the students who are attending university in this province are receiving student assistance. The great bulk of those obviously come from families where the total family income is at or below the provincial median.

**Mr. Sweeney:** I want to spend a little more time on student assistance under the proper vote, but let me raise one aspect of the question at this point.

What evidence do you have with respect to accessibility, or with respect to preventing dropouts of lower income students, that the present program is meeting the goal you set

for it? How do you check up on that? How do you evaluate and monitor it?

**Hon. Miss Stephenson:** If we look at the numbers of students coming from the income groups about which we do have fairly accurate information, it would appear that income is not necessarily a barrier to the decision taken to attend university.

2:50 p.m.

**Mr. Sweeney:** Excuse me, Mr. Chairman. I obviously phrased my question poorly.

How do you know that the students from lower-income families who are taking advantage of the student assistance program are able to do what needs to be done on the funds available to them? How do you know the living allowance is sufficient, that the transportation and books allowances are sufficient, that they are getting enough money in grants as opposed to money in loans? How do you know the system functions for this purpose?

**Hon. Miss Stephenson:** The financial aid administrators, who are the people at the universities with direct responsibility for the administration of the program, are obviously the best sources of information. We meet regularly with the financial aid administrators to hear the concerns they develop as a result of their day-to-day contact with the students.

**Mr. Sweeney:** Is that the same person who is sometimes referred to as the student award officer?

**Hon. Miss Stephenson:** He is no longer referred to as the student award officer. He or she—because a significant number are women—is now known as a financial aid administrator.

**Mr. Sweeney:** It is another name for the same function.

**Hon. Miss Stephenson:** Yes, it's another name for the same function, but please call them FAAs now because that's what they want.

**Mr. Sweeney:** Are these your main line of monitoring?

**Hon. Miss Stephenson:** There is also the Ontario Federation of Students and contact with students at various campuses, but the most constant and ongoing relationship is with the financial aid administrators. They see problems on a daily basis within their institutions.

**Mr. Sweeney:** I have one last question on this particular issue. Is the Anisef report the end of the line for the time being as far as your research goes?



**Hon. Miss Stephenson:** No, it is the beginning of further research in terms of stratification within our institutions at the present time, of examination of certain of the factors which Anisef has delineated and of further research into the things which may modify the decision-making process. It is not the end, it is really the beginning of the line.

**Mr. Sweeney:** How much credibility do you place on the Anisef study?

**Hon. Miss Stephenson:** I think it is probably as accurate as can be, given the number of imponderables and sociological variabilities that occur. I think it is a pretty good study. I have to say that, my goodness gracious—

**Mr. Sweeney:** Not necessarily. Mr. Chairman, I have other issues in the general policy field. Shall I go on?

**Mr. Cooke:** I wouldn't mind picking up on several of the things that you have mentioned.

**Mr. Sweeney:** That's what I am wondering. If Mr. Cooke wants to pick up on the accessibility issue, I would be quite prepared to pass it on.

**Mr. Cooke:** It is one of the problems of going second. You have covered a lot of what I wanted to cover, but I want to get one thing clear. Does the minister agree that there is a problem with accessibility?

**Hon. Miss Stephenson:** Within some communities, and certainly within some groups in our society, there is a problem with accessibility. The accessibility is not necessarily related to financial matters as far as university education is concerned.

**Mr. Cooke:** You would agree that that is one of the factors.

**Hon. Miss Stephenson:** Yes, but I am not sure I would call it a problem with accessibility. I think it is a problem of mental attitude related to the usefulness and desirability of a university education.

**Mr. Cooke:** For some reason, certain groups that are contributing to the operating expenses of the universities are not sharing equally in the benefits.

**Hon. Miss Stephenson:** They are not taking advantage of the benefits equally.

**Mr. Cooke:** Be it not taking advantage or not sharing, for some reason they are not involved in the system and that is a problem. You agree it is a problem and something we should be attempting to overcome.

**Hon. Miss Stephenson:** It is a problem in certain circumstances and in certain communities. I have to tell you there is no con-

sistency amongst similar communities across the province.

**Mr. Cooke:** I don't understand what you mean.

**Hon. Miss Stephenson:** One of the things that has been suggested is that relatively new Canadians, for example, do not take advantage of the university system as widely as others. That is a characteristic in some areas, but not in other communities within the province. There seems to be greater participation of that same community in a different region. I do not know the answer to that unless it is because of small communities or something of that sort.

**Mr. Cooke:** We have probably seen most of the studies. A couple of them, the Carleton University study and the McMaster University study, I just got yesterday so I have not had a chance to read them from cover to cover.

Besides those studies there is the University of Western Ontario study you have had available for quite some time. There is the annual report of Algoma University College, which indicates quite clearly that the number of people taking advantage of it and getting university degrees in that district is considerably lower than the provincial average. I think the percentage with university degrees in Sault Ste. Marie is five per cent, and 4.5 per cent in Algoma district as a whole, considerably lower than the provincial average of 7.3 per cent.

The percentages we see in the Anisef study, Is the Die Cast?, show that students from the Toronto area are much more likely to get a university degree than are those from rural areas.

There is another statistic I did not have a chance to raise in question period the other day. What happens to female students as opposed to male students, once they graduate, and the types of jobs they go into, is another case of something going wrong in the system. They are all serious problems that we have been talking about for many years.

**Hon. Miss Stephenson:** It's not necessarily something going wrong with the system. It could quite easily be that the attitudes of males within our society have not changed over the years. As a male, perhaps you should do something about that.

**Mr. Cooke:** The problem is there is no equal opportunity for all people in our society and if I didn't agree that it was a problem I wouldn't be raising it here. I'm trying to convince you people—who are in government—to do something about it.



**Hon. Miss Stephenson:** Within the ministry, we have been vigorously encouraging equal opportunity programs for our own staff with some success. We have become involved in the past year, with a great deal of energy, in equal opportunity programs involving the community colleges and the universities, the faculties and the administrative staffs. We cannot tell the universities they have to do it but the early results are very encouraging.

The equal opportunity staff within the combined ministries—and they do have combined responsibilities—for the Ministry of Education and the Ministry of Colleges and Universities has been out in the field and has been bringing those people in, to try to ensure there will be some recognition of the need for equal opportunity, particularly at the faculty level. That is one area that has been abysmally bad at the university level. There is a great deal of enthusiasm out there for participation in it and I think it is going to bear some fruit.

**Mr. Cooke:** One of the things that is extremely frustrating is that when we are talking about apprenticeship, you and your government say the problem is parental attitude, that all parents want their children to go to university.

**Hon. Miss Stephenson:** No.

**Mr. Cooke:** Then we talk about university education and you say the problem is parental attitude. Not all parents think university education is of value.

**Hon. Miss Stephenson:** No, I simply said that is a factor in both of them and I don't think you can discount that.

**Mr. Cooke:** On both you claim it is the major factor. I disagree with you.

**Hon. Miss Stephenson:** No, I didn't say it was the major factor. I said it was a significant factor in both and, as far as apprenticeship is concerned, it would seem to be a very difficult factor to overcome.

**Mr. Cooke:** We will get to that under the appropriate vote. I think the attitudes there have changed considerably over the last few years.

What I want to know is where you are going from here, now that I think we have come to some agreement—you perhaps from a different perspective than myself—that there is a problem that needs to be resolved? Where are you going from here? You are going to be conducting the stratification study. When will that be started and completed?

**Hon. Miss Stephenson:** I hope soon—have we got all the protocol established?

**Mr. Wilson:** Not entirely. The Ontario Federation of Students itself has admitted it is a more difficult study than they thought. Our officers are working very closely with them, but—

**Mr. Cooke:** You say they are working closely. How closely? According to what they have told me, they have had only one meeting with the ministry people on it.

**Hon. Miss Stephenson:** The total executive had one meeting with the ministry people but there are two representatives who have been working on it.

**Mr. Wilson:** I can't tell you how many meetings have taken place at the staff level but there has been a lot of work there. The six areas that were originally outlined have been winnowed down and the area which is the immediate one—who is there now—is the one that is being brought forward.

It was agreed to let the Anisef study come forward to see what guidance came from it, because it was so clearly on the horizon. I can't give you an exact timetable because there have been some extreme methodological problems when you go beyond the question of who is there doing good social research.

It took six or seven years to complete the three parts of Dr. Anisef's report.

3 p.m.

**Mr. Cooke:** I wouldn't expect a stratification study to take that long.

**Mr. Wilson:** No, stratification can be done. It is when one gets back beyond that into the earlier stages that are outlined in the six-day study that was talked of, how the attitude at the critical juncture of grade eight, for example, affects things. One has to let it lag until university to find out what really happened, if a change was effected there.

What happened at the grade 12 level and other critical times, what happened pre-school, some of these things which are the conditioning factors are very long-term things and the external variables—to be technical the exogenous variables—get so great that when the technical people from OFS sat down with our technical people there were some real problems of method.

**Mr. Cooke:** Will that study get under way soon, some time this calendar year?

**Mr. Wilson:** Yes, sure.

**Mr. Cooke:** After that is completed what can we expect? There may be some minor changes from what the universities have found, but I think we can agree that the statistics you will come up with will be similar to what we can all guess. What can we expect then?

**Hon. Miss Stephenson:** In addition to that we have a working group from each of the ministries, from the Ministry of Education and the Ministry of Colleges and Universities looking at all the points which have been raised by the ongoing studies and attempting to determine whether there are some strategies we can become involved in at this point which might affect some modification of certain of the influences which seem to be there.

**Mr. Cooke:** Do you see this as something that the whole social policy field will be looking at?

**Hon. Miss Stephenson:** They will be. Whenever we do anything in this area the whole social policy field looks at it.

**Mr. Cooke:** What I am concerned with is that what you have basically said to us this afternoon is that counselling seems to be one of the major problems. While it may be one of the major factors, a lot of other things are involved.

In my opening statement I talked about lowering the pupil-teacher ratio at the primary grades, about expanding pre-school day care so that some of the children from low-income families have the opportunity to catch up to those children from higher economic brackets. Are we going to be looking at that type of strategy or is it going to be where we point out the problems, and we increase counselling and make a few minor changes to the Ontario Student Assistance Program and that's the resolution of the problem?

**Hon. Miss Stephenson:** I am sure you are aware there is a major examination of day care going on in which there is Ministry of Education participation at this point. They discuss these things in the Social Development policy field generally and there are some activities that will be carried out before great intensive research is completed. These are matters which are discussed within the policy field.

**Mr. Cooke:** Who is carrying out the major study of day care?

**Hon. Miss Stephenson:** I think the primary responsibility is with the Ministry of Community and Social Services.

**Mr. Cooke:** I wasn't aware of that. How long has that been going on?

**Hon. Miss Stephenson:** I have no idea.

**Mr. McClellan:** I don't think there's a major study going on. There is the daycare standards review process, but that's not a policy review.

**Hon. Miss Stephenson:** That's not the only thing that's going on.

**Mr. Cooke:** Is there a policy review going on?

**Hon. Miss Stephenson:** There is an examination, an assessment, something is happening and we have our participating membership in the examination which is being carried out. There are a number of other studies going on as well, not simply within this government, but in many other places which we will be looking at.

**Mr. Cooke:** Do you have a time frame of when you are going to be announcing the policy or strategy for increasing accessibility?

**Hon. Miss Stephenson:** I am not going to suggest that I have a time frame because if I don't manage to meet the time frame all I get is you know what from you, so I'm not about to announce one. We're going to do it as rapidly as possible.

**Mr. Cooke:** Is it going to be in this decade?

**Hon. Miss Stephenson:** Of course it's going to be in this decade.

**Mr. Cooke:** It was going to be a year ago that we were going to hear a response on the Jackson report and we still haven't heard about it.

**Hon. Miss Stephenson:** You will.

**Mr. Cooke:** I know I will; before or after the next election or sometime in the 1980s?

**Hon. Miss Stephenson:** Oh, certainly before.

**Mr. Cooke:** It's very frustrating dealing with this ministry because the same problems were raised three years ago when I gave my first opening statement. All the criteria and all the reports that have been done on accessibility were eliminated because there had been changes in OSAP. One of the things you said about this study was that it was basically conducted before the changes in OSAP. I hope you're not going to say eventually that this study is no longer valid.

**Hon. Miss Stephenson:** I did not say that.

**Mr. Cooke:** You mentioned it.

**Hon. Miss Stephenson:** I simply said it's a fact.

**Mr. Cooke:** I hope you do not use that as an excuse and say, "We don't need to take action because there have been major changes in OSAP, therefore this study is not valid and we will conduct another study." Then it will be the 1990s before we hear any major policy changes.



I assume you do expect something within the next year.

**Hon. Miss Stephenson:** We expect to have the stratification study well launched and there will be certain other activities in which we will be actively participating.

**Mr. Cooke:** Will there be any further changes in the tuition policy before we get this stratification study?

**Hon. Miss Stephenson:** No, I did not say that.

**Mr. Cooke:** I do not understand how you can conduct an accessibility study, a stratification study aimed towards coming up with a provincial government policy, and make major changes in one of the factors before you have the results of those studies.

**Hon. Miss Stephenson:** Major changes in one of the factors?

**Mr. Cooke:** The tuition policy change you made this year and announced on new year's eve happened to be—

**Hon. Miss Stephenson:** Tuition policy is a very small portion of the cost factor as far as university education is concerned.

**Mr. Cooke:** It is the most visible barrier.

**Hon. Miss Stephenson:** It is directly linked to OSAP benefits, as you know.

**Mr. Cooke:** It is still one of the most visible barriers. I think if you are going to come up with a—

**Hon. Miss Stephenson:** I am not sure that it is a barrier at all, but none the less I accept your perception that it is a barrier.

**Mr. Cooke:** I have one other thing to raise under this vote. I will raise it after Mr. Sweeney is finished.

**Mr. Sweeney:** Given the results of last night's vote in Quebec, it is appropriate that we spend a little time on French-language instruction in our universities. I am sure you are aware that recently Maxwell Yalden, federal commissioner of official languages, made the observation in his report to Parliament that the French fact in our universities is the weakest link. Of course, he was referring to a Canada-wide phenomenon.

There are two specific things that are happening in Ontario. The Council of Ontario Universities in a report—I presume to you—has indicated grave concerns about the quality of the French instruction that they are able to offer in our universities because of what they call restricted funding. They point out several aspects of that funding in terms of the size of classes, in terms of the quality of innovative work they can do, in terms of the amount of time they can spend with

students, and, in some cases, even a backlash by students who are not able to cope with that time limitation. They go on to point out that if this continues the quality of what they offer and the number of people who will want it is going to be in jeopardy.

They make the rather interesting observation that the restricted funding—and I am using their words now—"occurs just as the demand for French language training at the university level increases." I presume what they are suggesting is that, with a lot of things happening in the country right now, there is more and more interest in French language courses. The COU report suggests that it is at this very same time that they sense the funding is restricted to provide those courses. That is one element of concern.

The other element of concern is the strong push right now for a French language university in Ontario. I am sure this is not new to you. Coming along the same lines as French language elementary schools and French language secondary schools, it surely is not surprising that there would be a push for a French language university.

It has been noted that in Quebec where the minority language group is, I think, about twice as big, if I am not mistaken—

**Hon. Miss Stephenson:** Four times.

**Mr. Sweeney:** Is it four times? Okay, it is bigger obviously. They do have three full-time English language universities. In Ontario we have none.

**Hon. Miss Stephenson:** Three?

3:10 p.m.

**Mr. Sweeney:** Yes. McGill University, Bishop's University and Concordia University, three English language universities in Quebec. I am sure the minister is well aware that there often are, and will continue to be, comparisons made between what is available to the minority language group in Quebec compared to what is available in Ontario. It has always been thus and it is always going to continue to be thus, so there is not much point in any of us wishing it were not so. It simply is.

The students from Laurentian University, which is one of our chief bilingual universities, indicate that there are not enough courses being offered and that where there is a limited enrolment the course cannot be offered at all. The argument obviously being made is that when one has a full French language university, one can offer practically all the courses.

I am not sure where it should be located to be equally accessible to everyone. Lauren-



tian is one that is being suggested. Whether or not that is the correct place I do not know. That is something your ministry would have to investigate.

I have two basic questions then, maybe three. First, do you share Max Yalden's expression of concern, that the weakest link in the entire process is at the university level? Second, do you share the opinion of COU that the restricted funding is playing havoc with the program that is being offered? Third, how is your ministry at the present time responding to the request for a full French-language university someplace in Ontario?

Given what happened in Quebec last night, I believe it is most appropriate that we deal with this issue.

**Hon. Miss Stephenson:** I'm sorry, I did not hear the last portion of your question.

**Mr. Sweeney:** The last one is: How is the ministry dealing at the present time—

**Hon. Miss Stephenson:** No, it was after that.

**Mr. Sweeney:** I simply said given what happened in Quebec last night, it seems appropriate for us to deal with the problem at this time—pleasantly coincidental.

**Hon. Miss Stephenson:** I will demonstrate my personal bias. There is very little that I agree with Max Yalden about at the present time but, given his biases, I think that is probably understandable. We have been attempting to meet the requirements of francophone students, and that is specifically what the extra funding is for within the university system. There has not been a policy to develop further, through additional funding, a French language program for anglophone students at universities. Our primary concern has been for the francophone students.

This year the additional allocation, over and above the BIU for French language programs at universities, amounts to approximately \$7 million and it is, as you know, restricted to four institutions: the University of Ottawa, Laurentian University, the College de Hearst and Glendon College at York University.

There are special grants provided for the development of new courses. We are supportive of those in the dollar amounts which can be allocated. There is a specific allocation this year for projects in health sciences because that was one of the defined requirements for francophones within the province. We are moving in that direction at this point as well.

I am sure you are aware that for the past several years there has been extra support

provided to the University of Ottawa for courses in Quebec civil law for francophone students. The majority of the students who are enrolled in those courses are not citizens of Ontario.

We are also, this year, providing extra dollars for French language instruction in common law at the University of Ottawa and I know the rector is supportive of that additional provision for francophone students. Our direction has been in support of educational programs for francophone students.

I would remind you of the Bordeleau study which was carried out and which demonstrated that the vast majority of French language students in our university system felt strongly that the educational system provided for them at universities should be bilingual, not unilingual. That is going to have some effect on our examination of the question which is being raised at the present time by a relatively small group of the establishment of a totally French language university.

**Mr. Sweeney:** What was the date of that other report?

**Hon. Miss Stephenson:** I think it was 1976.

**Mr. Sweeney:** At the elementary and the secondary school level, through shared funding with the federal government, extra moneys are made available for second language instruction.

**Hon. Miss Stephenson:** Let's say somewhat minimal funding from the federal government. Ontario's share is awfully small.

**Mr. Sweeney:** You mean the share of federal money.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** Regardless, even if it were all Ontario money—

**Hon. Miss Stephenson:** Almost all.

**Mr. Sweeney:** —I am sure Ontario would do it anyway, even if there were no federal money.

**Hon. Miss Stephenson:** And had done it for many years.

**Mr. Sweeney:** Good, so the additional federal money is simply a sweetener in the pot. The point I want to make is that it is recognized there is a need for additional funding. In other words, the cost of offering the program is greater.

**Hon. Miss Stephenson:** It is greater, yes. That has been recognized at the university level in the expansion of French language programs for francophone students.

**Mr. Sweeney:** Francophone students. Is there no evidence to suggest that the same

need for additional funds is available for anglophone students taking second-language courses?

**Hon. Miss Stephenson:** For second-language courses, if you mean courses in the second language rather than the provision of a wide range of university subjects in both languages, there would be additional cost for anglophone students.

**Mr. Sweeney:** Is the funding for the program or for the students?

**Hon. Miss Stephenson:** The additional funding is for the program. The funding for attendance at the university is at the student level.

**Mr. Sweeney:** I realize that, but the additional funding is for the program itself.

**Hon. Miss Stephenson:** Yes, for the program.

**Mr. Sweeney:** It doesn't really matter whether an anglophone or a francophone student participates in the program. The funding still flows to it.

**Hon. Miss Stephenson:** Not really, but it is designed to accommodate francophone students, basically. The majority of students participating are, of course, francophone students.

**Mr. Sweeney:** What is the minister's response to the Council of Ontario Universities' expression of concern with respect to funding? It seems pretty detailed to me.

**Hon. Miss Stephenson:** I think their concern is related to the possibility of providing French language instruction for anglophone students in a wider range of subjects throughout a number of universities, rather than the funding which is made available for the instruction of francophone students. At least, I think that's what their concern is about. We should ask the executive director who is sitting at the back of the room.

**Mr. Sweeney:** It just says French language instruction; it doesn't specify which group of students they are referring to. Coming back to my other question. I gather that there is no provision within the granting system—

**Hon. Miss Stephenson:** Specifically for providing French language courses in a number of subjects for anglophone students, no. It is primarily the development of French language programs for francophone students. There are a number of anglophones participating but the number is not great. It is designed primarily for francophone students.

**Mr. Cooke:** Do you do any monitoring on the number of courses that have been eliminated at the bilingual universities? I get feed-

back from students and faculty, especially at Laurentian University, I believe, that courses are being dropped because of small enrolment and because of cost—

**Hon. Miss Stephenson:** It is my understanding that most of those are in the anglophone rather than the francophone area.

**Mr. Cooke:** There have been some problems, I understand, in the francophone area—

**Hon. Miss Stephenson:** In philosophy.

**Mr. Cooke:** —as well as at Glendon College and certainly at Algonquin College, but that's under the college vote. Can you provide information on the number of courses that have been dropped?

**Mr. Wilson:** I can see if we can get the specific numbers. I don't have them at the moment.

**Mr. Cooke:** Okay, if you could get them.

3:20 p.m.

**Mr. Sweeney:** I have a specific reference from Dr. Jacques Roy who, I understand, is the Laurentian University official in charge of francophone affairs. He says the university offers little instruction in French but adds that where francophone enrolment is low, it is not possible to have bilingual teaching. That would seem to suggest—

**Hon. Miss Stephenson:** The provision of two programs is difficult.

**Mr. Sweeney:** How do you flow money to the university so that it is possible for them to make those decisions? What do you base it on?

**Hon. Miss Stephenson:** The granting mechanism, the formula and the program is one that is established by the Ontario Council on University Affairs and recommended to us and we simply follow the suggestion which OCUA provides.

I did mention to you that there is specific funding, special grants, for the development of new courses to the universities which amounted in 1979-80 to almost \$500,000.

**Mr. Cooke:** Is that one-time funding or startup money?

**Hon. Miss Stephenson:** It's startup money.

**Mr. Sweeney:** Let me tie it all together in one final question. What is the overall direction of your ministry's policy with respect to the funding? Do you see it remaining relatively stable, or do you have a whole new way of viewing it? Are there new initiatives on the horizon? Given the overall projection of French language instruction, is this a major program?



**Hon. Miss Stephenson:** This is a matter which will be examined, obviously, by OCUA on the basis of the spring hearings. They will develop recommendations which will be submitted to the ministry. As in all circumstances, although we may have discussions about the recommendations, they are followed almost in toto. The advice which OCUA develops relates specifically to the information which they gather directly from the universities.

**Mr. Sweeney:** Although you didn't specifically point it out, I gathered from your remarks earlier that at this time you do not favour the establishment of a French language university—or did I misinterpret you?

**Hon. Miss Stephenson:** The results of the Bordeleau study would lead me to believe that the majority of francophone students in this province would rather retain a bilingual post-secondary educational experience.

**Mr. Sweeney:** Does that rule out the possibility of maintaining both, of leaving one or more bilingual institutions and having one or more French language institutions as you have at the secondary level?

**Hon. Miss Stephenson:** Nothing rules out anything, Mr. Sweeney, but I think we have to be reasonably sure that there is an appropriate demand for that kind of institution. We would examine it if the demand seemed to be there in terms of numbers and there was a possibility of establishing the appropriate institution.

**Mr. Sweeney:** Would that demand be based on projected enrolment or some other factor? What criteria would you use?

**Hon. Miss Stephenson:** The projected enrolment would have to be one factor since we are facing a demographic situation which in 1984-85 is likely to become fairly acute for the traditional university enrolment age.

**Mr. Sweeney:** That wouldn't be the only criterion.

**Hon. Miss Stephenson:** No.

**Mr. Sweeney:** What other might you consider? Would these people come to you?

**Hon. Miss Stephenson:** I would have to be convinced that the majority or a very large proportion of francophone university students in the province wanted to have a unilingual education. Then it would be thought about very seriously.

**Mr. Sweeney:** That's a fair statement.

**Mr. Cooke:** I want to ask one question on what Mr. Sweeney is talking about. Is it correct that, based on a 1976 study, the min-

ister is not now in a position to support a French language university in the province?

**Hon. Miss Stephenson:** At the present time, that would seem to be so.

**Mr. Cooke:** How can you refer to the universities we now have that are labelled as bilingual when very few of the degrees are available in French? They are not really bilingual universities, they are English universities with some courses offered in French.

**Hon. Miss Stephenson:** I am not sure about Laurentian University but at the University of Ottawa, about 50 per cent of the course offerings are in the French language.

**Mr. Cooke:** The University of Ottawa may be the best, but Glendon College is not a very balanced institution and neither is Laurentian..

**Hon. Miss Stephenson:** College de Hearst is totally francophone.

**Mr. Cooke:** I am talking basically about Laurentian and Glendon, which are the two that I have visited and talked to. They are labelled as bilingual universities, which I don't really think they are. If you are not willing to establish—

**Hon. Miss Stephenson:** Glendon College is not a bilingual university. It is a bilingual college within a university, that is all.

**Mr. Cooke:** It is not a bilingual college either.

**Hon. Miss Stephenson:** You are saying it is not half and half.

**Mr. Cooke:** That's right. You cannot get much in the way of a French language education in those two institutions. Would you agree with that?

**Hon. Miss Stephenson:** I would have to examine the total program of Laurentian this year because I am not sure about that, but certainly Glendon—

**Mr. Cooke:** Then would you supply to this committee next Monday a list of the degrees that are available in English at those two institutions, as well as a list of the degrees that are available in French in those institutions?

**Hon. Miss Stephenson:** Yes.

**Mr. Cooke:** I think when you take a look at that you will find that there is not much available totally in French and maybe we can then have a discussion instead of going around and around and around as we usually do on questions in this committee.

**Mr. McClellan:** As an irrelevant aside, my wife used to teach at the College de Hearst.



**Hon. Miss Stephenson:** Did she? Great! It is a delightful institution.

**Mr. McClellan:** Yes, this was in 1969 and at that time, virtually all the university's library collection had been donated by the government of France because of lack of provincial support in that direction.

**Hon. Miss Stephenson:** College de Hearst received some significant provincial support this year.

**Mr. McClellan:** I am sure things have change since then.

**Mr. Cooke:** I want to raise one item that might more properly be raised under the Ministry of Revenue estimates but it also has something to do with students. I want to know whether the minister has been consulted or is aware that foreign students, if they earn money in Ontario, are not allowed to collect the property and sales tax credits. Is the minister aware of that?

**Hon. Miss Stephenson:** The property tax credit I think I was aware of, but the other one I wasn't. I will check about that.

**Mr. Cooke:** According to our municipal critic who put out a release on it, a mistake was made when they were first allowed to collect it. Now the Ministry of Revenue is trying to collect back taxes from the international students who reside in Ontario.

**Hon. Miss Stephenson:** Oh, we will chat about that because I haven't seen anything from the Ministry of Revenue that would lead me to believe that's going to happen. I will find out about it.

**Mr. Cooke:** If you could check on that and maybe report back on Monday also; we will have a couple of hours together on Monday. Most of the items I wanted to discuss under this vote come under the funding, which is the second vote.

**Hon. Miss Stephenson:** I wonder if I could provide some interesting figures which may stimulate some discussion. There are this year 6,611 Quebec residents studying at Ontario universities, compared to 1,167 Ontario residents studying in Quebec. With part-time students, there are 2,055 Quebec residents studying in Ontario compared to 376 Ontario residents studying in Quebec, for a total of 8,666 Quebec residents studying at Ontario universities compared with 1,543 Ontario residents studying in Quebec.

**Mr. Sweeney:** What was your figure for full-time Ontario residents?

**Hon. Miss Stephenson:** Full-time studying in Quebec, 1,167. That's both undergraduate and graduate.

**Mr. Sweeney:** What does it mean?

**Hon. Miss Stephenson:** There are a number of Quebec students studying primarily at Ontario bilingual universities.

**Mr. Cooke:** Primarily in Ottawa.

**Hon. Miss Stephenson:** Yes.

**Mr. Cooke:** It makes sense that they travel across the river.

**Hon. Miss Stephenson:** Eighty-five per cent of the enrolment in the course in Quebec civil law is Quebec residents.

**Mr. Cooke:** There is no university in Hull, is there?

**Hon. Miss Stephenson:** They don't just come from Hull.

**Mr. Sweeney:** Are there any bilingual universities in Quebec, to your knowledge?

**Hon. Miss Stephenson:** Not that I am aware of. Oh, I shouldn't say that. The University of Sherbrooke has had some courses in English in the past. That was four years ago. I am not sure at this point because I haven't checked recently, whether they are still providing some English language courses.

3:30 p.m.

**Mr. Sweeney:** Mr. Chairman, I would like to spend a little bit of time talking about some faculty concerns. Would it fit under item 2 or item 1? It doesn't matter to me.

**Mr. Chairman:** Faculty of universities?

**Mr. Sweeney:** Yes.

**Mr. Chairman:** I think it would more appropriately be under item 2.

Item 1 agreed to.

On item 2, provincial support for universities:

**Mr. Ramsay:** Mr. Chairman, I would like to have a discussion with the minister about Algoma University College. Before I do, I would like to read into the record a short conclusion of a brief from the board of trustees of Algoma University College to the Ontario Council on University Affairs. It reads as follows:

"Though Algoma University College is a small institution, we believe it has played and can continue to play an important role in providing post-secondary education in this district. By and large it has fulfilled its mandate. Over 1,000 students have graduated from Algoma since 1967. It has touched the academic lives of thousands more and has influenced for the better the social and cultural life of the community.

"Since 1975, it has had to contend with the impact of declining enrolment, annual operating deficits and staff cuts. It has suffered internal dissension, a human rights case and a royal commission of inquiry. It has addressed the question of the appropriate form of educational structures in this part of Ontario through its proposals for amalgamation with Sault College and for a university of northeastern Ontario.

"Algoma University College still strives within the limits of its resources to serve the community. While we cannot view the future with unqualified optimism, we are determined to take whatever action circumstances warrant to ensure the survival and ultimate growth of Algoma University College."

I have to acknowledge that the ministry has provided a grant structure for Algoma University College that has the highest funding—or at least it did have in 1978—for BIU of the entire system, about 20 per cent higher than the average. There were additional northern Ontario grants, and there is the special funding of \$100,000 from the Ministry of Northern Affairs. Two hundred thousand dollars of that has been delivered. The third instalment is due any time, I believe.

We are getting to the downside of the five years. I am worried about what is going to happen to Algoma University College. Do we wind up at the end of five years with another crisis situation as we had when Northern Affairs stepped in to provide the interim financing?

There are a lot of questions and I appreciate that you cannot answer them all, but I would like to hear an overview, if I may, on how the ministry feels at this time about the future of Algoma University College.

**Hon. Miss Stephenson:** The board of directors of Algoma University College has had a number of meetings with us in the ministry. It is their perception that a broadening of the capability of the college as far as program is concerned would attract a group that they think are probably the most likely candidates for enrolment at Algoma, that is, part-time students.

I believe at this point they are pursuing the possibility of affiliation with other institutions to ensure that there would be the capability to broaden the offerings that would be available. They have received ministerial blessing for that activity. They are moving fairly vigorously in the direction of attempting to ensure that courses in, for example, business-related activities might become avail-

able to residents of Sault Ste. Marie through the facility of Algoma University College.

The commitment which was made for additional funding to Algoma was about three years ago now. One of the statements that was made by my predecessor at the time it was provided was that he hoped they would not need to use the entire amount every year but would probably find that, as a result of improved enrolment and improved management capability, they could reduce the requirement of the college over the five-year period.

I am not sufficiently optimistic to believe that is going to happen at the present time. I do believe that, if Algoma University College can find its best role for the Algoma area, particularly in Sault Ste. Marie, through the mechanisms which are available to them at this point, the enrolment particularly of part-time students will probably increase. There is scope for that in the Sault Ste. Marie area.

One thing that concerns me is the number of students who could have enrolled at Algoma, who graduated from schools within the Algoma district, and who could have achieved the degrees which at the present time they are seeking in other universities. This is very significant. It is a huge proportion of the high school graduates of the Sault area. It would appear that, unless there is much greater community support for the institution, it is going to have problems.

**Mr. Ramsay:** Could I interject? What do you mean by community support? Do you mean dollars and cents?

**Hon. Miss Stephenson:** I meant community moral support as well; the idea that Algoma is an institution which should be utilized by the graduates.

**Mr. Ramsay:** I think we are trying to reach that type of circumstance. However, we are thwarted in one respect. The average youngster likes to go to a place that is attractive from a bricks and mortar point of view. Some like to move out of the city. This does provide accessibility for those who cannot afford to move out of the city.

As you are aware, there was consideration at one time of sharing facilities with Sault College, which certainly would have improved their physical circumstances.

**Hon. Miss Stephenson:** I do not think that is a dead issue.

**Mr. Ramsay:** I would like to think it is not. They do not seem to be moving very rapidly in that direction. If they are not



going to move in that direction, what is the circumstance as far as capital expenditures at their present site is concerned?

**Hon. Miss Stephenson:** Less than optimistic at this point.

**Mr. Ramsay:** That's what I thought you said.

**Mr. Cooke:** When I visited there I think it was during the by-election. That was completely coincidental. There were pails throughout the library because the roof was in such a bad state of repair. One had to watch where one was walking or one would put one's foot in a pail.

**Hon. Miss Stephenson:** Is that roof still leaking? I thought it had been repaired.

**Mr. Cooke:** No, there was a special grant from the ministry to repair that roof, which actually was the better part of the building.

**Mr. Sweeney:** It is the new addition.

**Mr. Cooke:** I realize that.

**Mr. Ramsay:** That was the sad part of it.

**Mr. Sweeney:** Mr. Ramsay, before you go on, can I just tap into one point to understand the dialogue between you and the minister? Is there any evidence to show that the proportion of students from the Sault going to another area is significantly greater than is true of most municipalities?

**Hon. Miss Stephenson:** I am not sure that I would have those figures accurately at this point.

**Mr. Sweeney:** I mean those who leave Sudbury, those who leave Thunder Bay, those who leave Kingston, or somewhere.

**Hon. Miss Stephenson:** I think it probably is significantly larger than those who leave Sudbury and those who leave Thunder Bay.

**Mr. Ramsay:** Perhaps if I could answer in one respect, there is a unique circumstance in Sault Ste. Marie, and that is Lake Superior State College in Sault Ste. Marie, Michigan. Not only does it provide a presence there, but it also provides reduced tuition fees. It provides the same tuition fee to a Canadian Sault student as it does to a Michigan student whereas at one time a Canadian Sault student had to pay the same as someone from Ohio or Indiana or whatever the case may be.

That has made it considerably more attractive. They have been in the middle of a major building program in the last few years. They have excellent facilities, good programs and so on. That is another cross that Algoma University College has to bear.

**Hon. Miss Stephenson:** The vast majority of students do not go to Lake Superior State College.

**Mr. Ramsay:** There is a significant number.  
3:40 p.m.

**Hon. Miss Stephenson:** Yes, but the huge number who go elsewhere, go to other Ontario universities. It's something of the order of 259 last year as compared to 36 who remained in Sault Ste. Marie to attend Algoma University College.

**Mr. Cooke:** Has the college conducted any survey of the 259? I believe in the neighbourhood of 70 or 80 per cent of the students from that area go to southern universities.

**Hon. Miss Stephenson:** They do. They go primarily to the University of Western Ontario—not primarily, but a significant proportion.

**Mr. Cooke:** There would be a program in Windsor that some could come to Windsor too. There's that logical link between Windsor and Sault Ste. Marie, through Michigan with the good highways.

**Mr. Ramsay:** With all due respect, I think the logical link with Windsor is that the majority of the boys and girls going to Windsor come from Catholic families.

**Mr. Cooke:** At Assumption University.

**Mr. Sweeney:** Come from what?

**Mr. Ramsay:** Catholic families, the majority of them.

**Hon. Miss Stephenson:** Going to Assumption University, yes.

**Mr. Ramsay:** This is the connection between Sault Ste. Marie and Windsor.

**Mr. Cooke:** Have they done any studies that you are aware of to find out why the students go? I think we can all guess.

**Hon. Miss Stephenson:** There was a study done last year by the Algoma people themselves about this group of graduates from Sault Ste. Marie secondary schools and the number which was advanced, approximately 289 students as I remember it, could have achieved at Algoma University College the degrees they were pursuing at other Ontario universities, but they chose to go to other Ontario universities.

**Mr. Cooke:** But we don't know why they chose that.

**Hon. Miss Stephenson:** We don't know why they chose it. They believe it was the kinds of things that have been suggested, that some of them want to get away from home, some want to go to institutions with a broader population than that of the Algoma district or Sault Ste. Marie.



**Mr. Cooke:** If they had some capital money I am under the impression, looking at that institution, it could be a very attractive building. It's never going to be a huge university, I realize that, but it has all the makings of being a very attractive institution, with the surroundings and the older building itself.

**Hon. Miss Stephenson:** Which comes first, the chicken or the egg?

**Mr. Cooke:** One has to have something there that is going to attract the students. It is just like private enterprise. One has to somehow get somebody to buy the product.

**Hon. Miss Stephenson:** We have. As I am sure you are aware, the college acquired the building, suggesting there would be no need for provincial money, but it was necessary. The province provided the library for the college as well.

**Mr. Cooke:** I hope you didn't use the roof contractor?

**Hon. Miss Stephenson:** No, we don't choose the contractors, but I have to tell you this. Something seemed to happen in the mid-1960s as far as roofs were concerned. I don't know what it was but we have roof problems in roofs that were—

**Mr. Sweeney:** Elementary schools, too.

**Hon. Miss Stephenson:** Elementary schools, secondary schools, community colleges, universities, all have roof problems.

**Mr. Ramsay:** And half the arenas in the province as well.

**Hon. Miss Stephenson:** Not since 1975. Half the arenas in the province weren't built by 1975.

**Mr. Cooke:** It was in the fall of 1975.

**Hon. Miss Stephenson:** Yes, it was.

**Mr. Cooke:** I remember there was an announcement made in Essex North at the time.

**Hon. Miss Stephenson:** No, it wasn't. It was after I was elected. I was the Minister of Labour.

**Mr. Cooke:** The announcement in Essex North for the Belle River arena was made at the time, I think it was in October, a couple of weeks before a day that everyone—

**Hon. Miss Stephenson:** I am sorry, if it was October it was about three weeks after the election.

**Mr. Cooke:** Well, September, or whatever.

**Mr. Sweeney:** September 18 was the critical day.

**Mr. Cooke:** I wasn't involved in that one.

**Hon. Miss Stephenson:** Mr. Sweeney was.

**Mr. Ramsay:** As I mentioned in my opening remarks, Algoma University College benefited by the highest funding per BIU in 1978 and I was wondering if that same circumstance applied in 1979.

**Hon. Miss Stephenson:** I don't think there has been any significant difference in terms of BIU.

**Mr. Ramsay:** I would appreciate getting that information at your convenience.

**Mr. Wilson:** I'm quite sure it would be the top, but I would have to check it precisely.

**Mr. Cooke:** The actual increase in the budget was 3.9 per cent or something.

**Hon. Miss Stephenson:** There was a decrease in enrolment.

**Mr. Cooke:** I realize that, but that is still the dollars they had to work with. It was well below inflation.

**Mr. Ramsay:** I understand the enrolment is encouraging—and I use that word guardedly—for this coming fall, and is ahead of the same time last year.

**Hon. Miss Stephenson:** That's good.

**Mr. Ramsay:** You mentioned that your predecessor had expressed the hope that improved management would solve some of the problems. I am convinced that the management has considerably improved; they are talking about operating with a balanced budget next year for the first time. So there are some encouraging signs. But I am concerned that we do not leave this problem for the six months or whatever time it may take for the northern Ontario funding to run out, which would put us in a crisis situation.

**Hon. Miss Stephenson:** As I said, we have been having pretty regular meetings with representatives of the board of Algoma University College and have tried to encourage them as much as we possibly can in the areas in which they see that their future lies. I hope the suggestions they have made and the kinds of activities they are pursuing at the present time will be of assistance to them in increasing their capacity to meet the needs of the Sault Ste. Marie area.

**Mr. Ramsay:** Are you in a position to make any comments on the proposal for a university of northeastern Ontario?

**Hon. Miss Stephenson:** At this point it would appear to me to be a relatively attractive proposal. It would require a great deal of co-operative activity on the part of the institutions that would be involved.

I am aware that representatives of the board of Algoma have made that proposal to the Ontario Council on University Affairs this year, probably as a solution to some of the problems in northeastern Ontario as far as universities are concerned. I am also aware that there has been some resistance to that concept in the past. But it is something that probably should be looked at.

**Mr. Cooke:** What are the implications for courses as a result of the approximately 20 per cent decrease in faculty? I have read the annual report, which states that a number of courses are being sharply reduced. Do you know the number of courses? It doesn't say that in the annual report.

**Hon. Miss Stephenson:** No, I don't. I have not been given the information at this point about the specific number of courses.

**Mr. Wilson:** They were very low enrolment courses for which there was no great demand. In most cases I believe the enrolment demand was pretty low.

**Mr. Cooke:** Did any programs have to be eliminated totally?

**Hon. Miss Stephenson:** I don't think so.

**Mr. Wilson:** There may have been some, but we have not been informed of anything.

**Mr. Ramsay:** Were there not circumstances in which they declared five teachers redundant and then a couple of them had to be reinstated?

**Hon. Miss Stephenson:** Yes.

**Mr. Ramsay:** Maybe I could sum up by stating that if I were sitting in your office, or if I were a member of cabinet or in a position to look at the whole situation with Algoma University College from an objective point of view, I could probably appreciate why there would be a reluctance to get too excited about a small school in the community of Sault Ste. Marie that is having trouble surviving. But I look at it from a completely different perspective; I look at the benefits it has provided.

Granted there have been difficulties and lack of harmony, but in the long haul a complete overview would show that the benefit Algoma University College has provided to our community and to the surrounding area has far overshadowed the difficulties it has experienced. It has become a very important part of that section of northern Ontario.

I feel that the ministry and the government must continue to look at it and not from a cold-hearted business point of view. If you look at it that way you are going to say there is no way we should keep it going.

But there are so many reasons for its continued existence. I won't take up the time now to enumerate them all, but they are extensive. The school is something we just can't afford to let go.

You commented that it has to obtain community support. It is gaining community support rather dramatically, and particularly in the last year or so since some of the problems have been worked out.

**Mr. Cooke:** Have you been in touch with the Ministry of Northern Affairs about the applications Algoma University College has made for research funding? They talk about it in their annual report, although they had received no answer from the Ministry of Northern Affairs. It certainly would increase the viability of that particular institution if it got some funding for research.

Are you talking to your cabinet colleague, Mr. Bernier, in support of these grants to go to Algoma?

3:50 p.m.

**Hon. Miss Stephenson:** One must be aware that the decision has to be made in that ministry.

**Mr. Cooke:** I realize that.

**Hon. Miss Stephenson:** I know the applications are before the ministry at this point. They haven't made their final decision as yet.

**Mr. Sweeney:** I have some questions about the teaching faculty at the universities. The minister is well aware of the document, Room at the Bottom, which expresses concern about the possibilities available to faculty across the province as we enter into a period of contraction.

What is the ministry's reaction to that report?

**Hon. Miss Stephenson:** I have shared my concern about the opportunities for appointment with Ontario Confederation of University Faculty Associations and with others. I am aware that the former executive of OCUFA has proposed an examination of certain practices in universities, in the hope that would result in some increased opportunity for new faculty appointments at the junior level. I am not sure that that is proceeding at this point with the change in OCUFA executive representation.

I do have some very real concern about the need for new blood. This obviously is a problem for all institutions that have any responsibility in education at the present time. It is not limited to universities, but it may have greater impact on them than on any other level of education.



**Mr. Sweeney:** The minister surely appreciates the connection—and we will come to it a little later on—even at this point between younger faculty, or new blood, to use your expression, and the whole question of research, especially the new technological research.

**Hon. Miss Stephenson:** There is a connection. It may not be as direct as those of us on the outside of universities think it should be, but obviously there is a connection about which I have concern as well.

**Mr. Sweeney:** Does the minister have any influence on the individual institutions to make provisions internally to allow for greater turnover? For example, I note that at the University of Waterloo provision has been made for some faculty to work on a part-time basis and maintain their pension benefits on a full-time basis. Clearly one of the purposes of that is to provide more openings for younger faculty.

Is that something you have discussed with the universities? Do you urge them to do that sort of thing? Or is there no way for you to do this?

**Hon. Miss Stephenson:** It is possible to suggest that this is an appropriate route. To say that I would have any influence I think would be misleading.

**Mr. Sweeney:** In terms of your discussion with them on this overall issue, in what directions do you sense that the universities in general are heading? Is it a stalemate? Are we just going to have to put up with the present situation, or are there serious and realistic proposals and procedures in the works?

**Hon. Miss Stephenson:** In a number of institutions the governing bodies are looking very seriously at this problem. I believe they are attempting to develop some mechanisms which, within the constraints they have related to their faculty appointments and their agreements with their faculty associations, would provide a solution for the possible ageing of university faculties.

**Mr. Sweeney:** From your relationships with them, do you get the sense that the membership of Ontario Confederation of University Faculty Associations is fully behind this movement? Or do you detect considerable resistance?

**Hon. Miss Stephenson:** I am not sure that I would call it resistance; I think I would call it ambivalence.

**Mr. Sweeney:** In what sense? I am not sure I understand you.

**Hon. Miss Stephenson:** There is a recognition of the need to be innovative in terms of faculty appointments in a way in which perhaps has not been done before. There is also concern about the traditional kinds of arrangements which have been established in universities, about the difficulties in modifying those traditional arrangements and the outcome of any such modification. I am not sure that it is totally resistance.

**Mr. Sweeney:** Has your ministry, the Ontario Council on University Affairs, or any body in the post-secondary system done a trend analysis to see what is going to happen if present practices continue? For instance, are we at some point going to be in the position of not having enough new people? Are we going to be back in the situation in which we were in the early 1970s, having to import?

**Hon. Miss Stephenson:** A number of the institutions and a number of discipline associations have made that kind of trend analysis.

**Mr. Sweeney:** What is the general projection?

**Hon. Miss Stephenson:** The concern is expressed that by 1990 or thereabouts we may be in some difficulty in terms of faculty appointments. One of the real problems is the groupings in faculties of contemporaries. All of them will be departing at a certain time and there may not be the right number of people available to replace them.

**Mr. Sweeney:** This is regarding a point made a couple of days ago. Could I have an overview of the extent to which the ministry, looking at province-wide needs both present and future, can influence change within the institutions?

**Hon. Miss Stephenson:** We can provide information about trends and about the concerns that might develop as a result of some of those trends and discuss with members of the Council of Ontario Universities.

**Mr. Sweeney:** It seems that in other areas when the government wants something to happen it has ways of encouraging or initiating it. What are you doing in this area?

**Hon. Miss Stephenson:** I remind you that the government's relationship with universities is unique. I don't believe there is any other area in which the relationship is the same as it is with the universities in the province. We do consult with them a great deal, as I believe that kind of consultation and discussion is helpful.



**Mr. Sweeney:** What is your own feeling about the future, say, for the next decade? Is it one of considerable concern or mild concern?

**Hon. Miss Stephenson:** Optimism. I believe the universities of this province now have sufficient awareness of all the factors which will impinge upon them, some of which are just beyond the beginning at this point, to cause them to examine the ways in which they can change their structure, et cetera, in order to achieve not only the growth of the university but the needs of society as well.

**Mr. Sweeney:** Is the ministry prepared to provide very specific funds for some of the kinds of things it appears need to be done, such as retraining, transferring and early retirement? Are you leaving it entirely up to the universities to decide on their own whether this should be done? Or are you making an independent move to say, "We believe these kinds of things should be done and we are prepared to set aside a certain amount of the funding to see that they are done"?

**Hon. Miss Stephenson:** If that were done it would have to come out of the total global grant provided to the institution. As you know, this is distributed within the institution in whichever way that institution feels is most appropriate.

Specific direct funding is very limited in the university sector, as I know you know. At the present time we are devoting all of the funds available to us to the transfer to global amounts to the universities, which we feel are capable of making those decisions. Any intrusion into specifically directed funding might be perceived by those who are responsible at the university level as a direct invasion of the autonomy principle which they hold dear.

4 p.m.

**Mr. Sweeney:** Have there been any recommendations along these lines from either the Ontario Council on University Affairs or from the Council of Ontario Universities? Or have they recommended in the opposite direction?

**Hon. Miss Stephenson:** To my knowledge there has been none from COU. Certainly there has been none from OCUA. There has been a suggestion from the Ontario Confederation of University Faculty Associations that that might be done.

**Mr. Sweeney:** I am getting reports that the percentage of temporary staff on short-term, one-year contracts is higher than it was

before 1975 and is creating a serious problem with faculty in terms of insecurity and time spent wondering where the next job is going to be. Indeed, it is having a negative effect on the quality of the teaching that is taking place.

I am not pointing a finger at anyone; it just seems to be a fact of life. Have you received those kinds of reports, and, if so, are you concerned about them?

**Hon. Miss Stephenson:** OCUFA has expressed concern to us that the traditional appointment pathway is not necessarily available to all appointments that are made at this stage of the game.

**Mr. Sweeney:** I would appreciate that in a period of uncertainty, in terms of enrolment, that would be so. But the impression I am getting is that there are more cases than the situation would warrant. It seems as if this is the practice now for all or almost all appointments. How accurate is that reflection?

**Hon. Miss Stephenson:** The percentage of new appointments to the tenured stream in 1970 was 92 per cent; in 1977 it was about 31 per cent. So there obviously is a trend. I do not know whether it has continued in the past year. I assume that it has, but I don't know the percentages.

**Mr. Sweeney:** I don't know how accurate my information is but that 31 per cent is probably now down around 20. There would appear to be a continuing trend.

**Hon. Miss Stephenson:** The suggestion you are making is that it is beyond the range of necessity in terms of present circumstances?

**Mr. Sweeney:** Yes. If there is a 10 per cent drop in enrolment the corresponding uncertainty would obviously suggest the necessity for an increase in term contracts. But the extent of the increase seems to be far beyond what the situation requires. Faculty are saying, to me at least: "There does not appear to be any hope. There does not appear to be any future."

Someone now joining a faculty is committing his life to being on short-term contracts for the foreseeable future. It appears to be more pervasive than the situation calls for. I think that is the thrust of the concern. I am not suggesting that there shouldn't be any of them.

**Hon. Miss Stephenson:** In 1978-79, 82.3 per cent of the total faculty of the universities of Ontario were either tenured or on the pathway leading to tenure. This is the latest year for which we have figures.

Mr. Sweeney: Obviously those are the more established people. Those are not the new ones coming in.

Hon. Miss Stephenson: That's right.

Mr. McClellan: Do you have a breakdown between those who are tenured and those on the path to being tenured?

Hon. Miss Stephenson: No, but if you are on the path the chances are that nothing is going to happen.

Mr. McClellan: I know a few people who have fallen off the path.

Hon. Miss Stephenson: I am not going to ask you the reasons.

Mr. Sweeney: Do you have the sense that the Room at the Bottom Study is being taken seriously by institutions? Is that the message that you are receiving? Or is it a case of, "It's an interesting study, but . . .?"

Hon. Miss Stephenson: I am hopeful that it is being taken seriously. I don't, at this point, have any written confirmation or communications in transmittable form that it is being taken seriously, but I think it probably is in a number of institutions.

I believe it has been mentioned in a couple of presentations to the Ontario Council on University Affairs this spring.

Mr. Sweeney: Yes; I saw a reference to it. It was difficult to detect the depth of the concern.

To what extent does your ministry leave it up to the Ontario Confederation of University Faculty Associations to be the main spokesman in this area? Is it one of those areas of post-secondary education on which you spend a considerable amount of your own time?

Hon. Miss Stephenson: I attempt to deliver the concerns expressed by OCUFA as clearly as I can to both OCUA and the Council of Ontario Universities when they relate to areas of activity which might be considered by the universities.

Mr. Sweeney: Concern has been expressed that faculty, particularly in the business courses and the various technology oriented courses, are difficult to retain in the face of competition from business in terms of salaries and research and career-growth opportunities. To what extent is this a matter of concern within the ministry? Surely some quite key people are involved.

Hon. Miss Stephenson: That competition has always been there. I am not convinced that it is the only factor which leads people out of the university stream, but it has been

there for quite some time in a number of areas.

Mr. Sweeney: The feedback I am getting is that with the tightening of funding, universities are less able today to pay faculty what they think they need to pay them in order to meet the competition.

Hon. Miss Stephenson: They share that difficulty with government.

Mr. Sweeney: That does not make it any better.

Hon. Miss Stephenson: No, it does not make it any better, but that is also a matter of concern.

I am not sure how much we can do about it. A mechanism has been established for the level and format of remuneration in universities in Ontario, and this may be a part of the problem; I don't know. It would appear to have some significance in the ability to attract the high-profile, extremely visible expert in various disciplines. But this, too, is a factor that has been there for many years. It is not brand new.

Mr. Sweeney: This is something that was referred to us during the Bill 19 hearing. Do you have access to evidence showing that, in addition to competition with business and industry, there is also considerable competition from other jurisdictions, principally from the point of view of research? It that growing? Are we in a two-way squeeze?

Hon. Miss Stephenson: I am not sure that it has grown significantly in the past year, but it certainly is there.

Mr. Sweeney: At what point do all of these things come together, so that you really do become concerned rather than optimistic?

4:10 p.m.

Hon. Miss Stephenson: I can be optimistic at the same time as being concerned. Certain things are happening, which I think will make a difference. You will hear about them eventually.

There have always been jurisdictions, particularly those to the south, which have had a special attractiveness for faculty members wishing to be involved in certain kinds of research. That, I suppose, will continue simply because of the size of the opportunity available in the United States.

Mr. Sweeney: I wouldn't be speaking to what you could normally expect under almost any set of circumstances. I am trying to speak to what appears to be an abnormal situation, which should be cause for concern.



The signs, the warning flags if you will, seem to be coming from several different directions.

**Hon. Miss Stephenson:** From one direction.

**Mr. Sweeney:** I'm not sure I know what you mean.

**Hon. Miss Stephenson:** The traditional direction has been southward, but there is now yet another direction which has caused us concern.

**Mr. Sweeney:** Excuse me. I wasn't speaking of geographical directions.

**Hon. Miss Stephenson:** I was speaking of geographical directions in this instance.

**Mr. Sweeney:** The kinds of forces impinging on the problem seem to be multidirectional. My reference was in that sense. We'll keep our eye on it and come back to it again.

Unless Mr. Cooke wants to deal with that issue, I would like to go on to another one.

**Mr. Cooke:** I would like to comment on faculty citizenship. Looking at the statistics on new appointments, which I assume we got from your ministry, in 1979-80 Canadian citizens were 72.3 per cent. This is 0.1 per cent better than the year before, an almost nil improvement. I assume that majority of 442 Canadian citizens would represent term appointments. Am I correct?

**Hon. Miss Stephenson:** Probably the majority are; not necessarily all.

**Mr. Cooke:** Last year, you said the number of faculty is not really on the decline because we had 677 new appointments that year. The majority of those would be either reappointments of term professors or they would be—

**Hon. Miss Stephenson:** The others are new appointments.

**Mr. Cooke:** They wouldn't necessarily be brand-new positions; they could be professors on a one-year term who are getting another one-year term. Is that not correct?

**Hon. Miss Stephenson:** I don't think that involves reappointments. These are new appointments.

**Mr. Wilson:** They are entering the Ontario system for the first time.

**Mr. Cooke:** Are you satisfied with a 0.1 per cent increase? Canadians still represent only 72.3 per cent of our appointments.

**Hon. Miss Stephenson:** I signified my dissatisfaction in my communication to the presidents.

**Mr. Cooke:** Is that a letter you sent out to the presidents?

**Hon. Miss Stephenson:** Yes.

**Mr. Cooke:** Could you file that letter with us?

**Hon. Miss Stephenson:** I think we have a copy of it here.

**Mr. Cooke:** I would like to see it. Elie Martel, who usually rants and raves about the citizenship problem, was unavailable today to talk to you.

To me, we are not making much progress at all. We were 63 per cent in 1975-76 and we have improved by only nine per cent since the government announced its dissatisfaction to the universities.

I'm aware of a couple of controversial cases right now that I hope will be resolved. One is at the University of Toronto which is looking for a dean of English, or one of the other disciplines. The candidates have boiled down to a couple of people and it looks as though the dean would be somebody from another country.

When is the government going to start using a heavy hand with the whole problem?

**Hon. Miss Stephenson:** The government does not make university appointments. We can only urge the universities to do something.

**Mr. Sweeney:** Dr. Parrott was pretty heavy-handed a few years ago with the University of Windsor. At that time about 50 per cent of the faculty and faculty appointments were foreign. Subsequently, there was a significant change at that university.

**Hon. Miss Stephenson:** That's right, yes. There is one university at which there seemed to be a specific problem this year because of the numbers of non-Canadians appointed.

**Mr. Cooke:** Which one?

**Hon. Miss Stephenson:** The University of Guelph, and we are going to be working with the university to try to sort that one out.

**Mr. Cooke:** Do you have the breakdown on appointments for universities yet? You didn't have that when we were inquiring for the other ministry.

**Hon. Miss Stephenson:** Yes.

**Mr. Cooke:** Could you file that with the committee too?

**Mr. McClellan:** Close to 30 per cent new appointments from other countries. What percentage of those are from the States and what percentage are from—

**Hon. Miss Stephenson:** I am not sure we have that.

**Mr. McClellan:** You don't know what percentage of the 30 per cent is American?



**Hon. Miss Stephenson:** That came from the United States? No.

**Mr. McClellan:** Most of them would be. I'm just guessing at that.

**Hon. Miss Stephenson:** No, not necessarily. That used to be so but I'm not sure that is now.

**Mr. McClellan:** Why wouldn't you have that information? It seems to me if you really are concerned about the problem, and I assume you are, it would be important to know the reasons for the continued high percentage of recruitment from other countries.

**Hon. Miss Stephenson:** The reasons advanced by the universities, of course, are that—

**Mr. McClellan:** I know their reasons; Canadians aren't good enough.

**Hon. Miss Stephenson:** The individual post required specific characteristics and capabilities which were not available.

**Mr. McClellan:** This is the argument that Canadians aren't good enough. That's what it boils down to. You can fancy it up semantically and I hope you don't start doing that. I have heard that argument from university deans and administrators, just as we all have, and I don't buy it.

**Hon. Miss Stephenson:** We have made some very strong suggestions to the universities that perhaps they are being too narrow in their focus in the hiring practices they carry out and that perhaps they should be looking for a broader base from which a number of Canadian candidates could be chosen.

**Mr. McClellan:** Is there any stick being attached to your carrot?

**Hon. Miss Stephenson:** I am not sure I even want to report that.

One of the pieces of information I had forgotten about which is in Room at the Bottom demonstrates that we don't do very well hiring Canadian graduates from other jurisdictions in Canada.

**Mr. McClellan:** I'm sorry, I don't understand.

**Hon. Miss Stephenson:** We don't do very well in hiring potential candidates from other Canadian provinces.

**Mr. McClellan:** You do fairly well with Ontario?

**Hon. Miss Stephenson:** With Ontario graduates, but we don't do very well with the rest of Canada.

**Mr. McClellan:** I will ask the question again. You made some suggestions which I

take to be of the carrot variety. Is there any stick waving as well?

**Hon. Miss Stephenson:** No, they were less than the carrot variety.

**Mr. McClellan:** But are you telling them that unless there are some changes there may be conditions imposed?

**Hon. Miss Stephenson:** I have not suggested we would withhold grants, no. That's pretty heavy-handed.

**Mr. McClellan:** But it's a serious problem. We have, as everybody knows, a high unemployment rate among highly trained graduate students. The community has invested—

**Hon. Miss Stephenson:** We don't have a very high unemployment rate amongst graduates at the master's level or the PhD level.

**Mr. McClellan:** You don't at the doctorate level?

**Hon. Miss Stephenson:** No.

**Mr. Cooke:** Your letter—I haven't had a chance to read the whole thing—sounds similar to the type of thing Dr. Parrott wrote a few years ago. The last sentence says, "Should this not happen, however, the government would be forced to ensure implementation."

**Hon. Miss Stephenson:** Yes.

**Mr. Cooke:** When will the government feel it's time to enforce implementation of their hire-Canadian policy?

**Hon. Miss Stephenson:** There certainly has been a gradual improvement in the hiring practices.

**Mr. Cooke:** Very gradual.

**Hon. Miss Stephenson:** Yes, it has been gradual, there's no doubt about that. This year was not as good an improvement as it had been for the previous two or three years and that is simply what I was trying to remind the university presidents about.

4:20 p.m.

**Mr. Cooke:** The percentage in universities has gone up less than 10 per cent in five years. I do have some of the breakdown. Nearly 27 per cent of the new appointments went to people from other countries.

**Hon. Miss Stephenson:** Yes.

**Mr. Cooke:** The University of Waterloo, 25 per cent; Lakehead University, 20 per cent; the University of Toronto, 19 per cent; at the University of Windsor, which did have the worst record in the province a number of years back, 17 per cent of the new appointments are still not going to Canadian's.

I don't know when the government is going to take the position that we are funding this system and it is time they followed

some guidelines. Certainly that can't be interpreted as an infringement on academic freedom. You are simply saying if you are going to spend our taxpayers' money, you are going to give the jobs to Canadians unless there are no qualified Canadians to fill the jobs.

When are you going to follow through with your threat or is it simply a letter that goes out every few years and there is never any follow-up on your threat?

**Hon. Miss Stephenson:** No, this is not something that just goes out intermittently and it is certainly one of the reasons for establishing the joint mechanism at Guelph to try to determine at that institution, for example, the criteria used which could be justified and those that could be perceived to be unjustified in order to try to—

**Mr. Cooke:** Have you taken a look at Windsor's record this year to see why 17 per cent of their appointments went to non-Canadians?

**Hon. Miss Stephenson:** Not specifically at the University of Windsor yet.

**Mr. Cooke:** But that university has a horrible record. One would think you would take a look at their university and find out why they had to appoint that percentage of non-Canadians.

**Hon. Miss Stephenson:** One of the difficulties with expressing them in percentages at present is that percentages look very much greater than the actual numbers of people appointed. There were four appointments at the University of Windsor this year, which accounted for—

**Mr. Cooke:** Yes, four out of the 24 is still a significant percentage. I would like to know why those four weren't Canadians, especially when Dr. Parrott met with the people at the University of Windsor and they had the type of program you have now started at Guelph. They had that at Windsor a few years ago and it still seems there is a need to go outside. Are you going to do that with Windsor or what?

**Hon. Miss Stephenson:** Probably eventually, but we will be doing the Guelph one first to specify precisely why this has happened.

**Mr. McClellan:** What did you use—I use the perhaps inadequate word, unemployment; it is probably the wrong word—to describe the position of the graduates both at the master's and at the doctorate level who aren't in teaching positions?

My experience is, if you will, anecdotal. I just served on a caucus hiring committee for applications to a couple of research positions

we were filling and went through the same experience last year. The number of young people who were in graduate programs, heading for what they hoped would be a university teaching career, applying for these kinds of research positions is quite staggering, it really is. And again, this is anecdotal. It's not based on any survey material, but I think there is—again from my own experience at York—a real sense of blockage for young people.

**Hon. Miss Stephenson:** Oh, there certainly is a sense of blockage. In my discussions with the graduate assistants, for example, this is apparent—and yet the statistical information would lead one to believe the blockage is not as great as it is perceived.

It is particularly obvious in certain disciplines where the potential for employment is much less than it is in some others—in fine arts, for example, which has not a very attractive potential right now for employment; the employment rate is relatively lower than it is in a number of others. Business management and commerce graduates, for example, have an employment rate which is stupendous at the doctoral level—it is 100 per cent.

**Mr. McClellan:** How is the Ontario Institute for Studies in Education's track record? Is it included?

**Hon. Miss Stephenson:** It would be under appointments. They made one appointment and it was a Canadian.

**Mr. McClellan:** What is the percentage of Canadians to Americans on the faculty there?

**Hon. Miss Stephenson:** Now? There's nothing in the OISE column. I will try to find that out.

**Mr. Cooke:** Could I cover a couple of other things? Rather than responding to something Mr. Sweeney has raised, I will just raise a couple of things I wanted to get under this vote. We don't have that much time left.

**Mr. Chairman:** Yes, I am getting a little concerned because I think the second vote is really the bigger vote.

**Mr. Cooke:** I thought we were doing the second vote. No, we are on the first vote.

**Hon. Miss Stephenson:** We are on the first vote, that's right.

**Mr. Cooke:** Well, the university support vote is what I am looking at. Am I on the wrong vote?

**Mr. Chairman:** No, provincial support for universities. What I am talking about is vote 2802, college and adult education support program. That vote is a bigger vote

than vote 2801, university support program, and I was watching the time and perhaps we can move along as quickly as possible.

**Mr. Cooke:** There are a number of things we could raise under the university vote, but I just want to raise a couple because a couple of people in our caucus want to do something on the college vote this afternoon.

Maybe the minister could update me on what is happening with the three capital programs I raised last year: The Scarborough library, the Carleton library and the Brock science building.

**Hon. Miss Stephenson:** The Scarborough library has been discussed at length with the University of Toronto and I believe we now have a route to the solution of the problem. It is not finally clarified.

The Brock situation—

**Mr. Cooke:** Okay, the Scarborough library; that was the answer you gave my colleague in November.

**Hon. Miss Stephenson:** Yes, but it took a very long time to reach any kind of accommodation in the discussion that went on.

**Mr. Cooke:** When will you be in a position to tell us what the potential solution is?

**Hon. Miss Stephenson:** The formal application from the University of Toronto is anticipated at any time. We haven't received it yet.

**Mr. Cooke:** Does the solution involve a building?

**Hon. Miss Stephenson:** Yes.

**Mr. Cooke:** So most likely we will see a library building at Scarborough College within the next—

**Hon. Miss Stephenson:** Period of time.

**Mr. Cooke:** What about the Carleton library and the Brock science building?

**Hon. Miss Stephenson:** I am not sure about Carleton at this point. We have not discussed it recently because there hasn't been any further suggestion from Carleton.

**Mr. Cooke:** You were looking, I believe, at reallocating existing floor space.

**Hon. Miss Stephenson:** Yes, and to my knowledge Carleton has not completed its submission about possibilities in that area.

The Brock situation has been under active consideration in the last several months and the people in the ministry have been assisting Brock in attempting to find the appropriate solution. The submission is completed now and probably will be before us in the next week or so.

**Mr. Cooke:** And that will be a new facility at Brock, or are we talking about reallocation—

**Hon. Miss Stephenson:** There is a significant amount of reallocation involved.

**Mr. Cooke:** Plus some construction?

**Hon. Miss Stephenson:** Plus some construction, in the submission which is coming forward, I believe.

**Mr. Cooke:** And you are aware of what is in that submission and you are going to be looking at it favourably?

**Hon. Miss Stephenson:** I don't know the details of the submission at this point. I am aware that a consultant has been down there and has been looking at the ways in which the problems could be accommodated in a combination of reallocation plus building. When I see that, we will have to make a decision about it.

**Mr. Cooke:** Okay, there are two other things I would like to have a short discussion on. They are very much related.

I note on page 21 of the estimates book you have a history of the increases in operating grants to universities and the percentage of the provincial budget that accounts for. In every year except 1980-81 you have a percentage next to it and we note that in the last number of years there has been a decline in university support as a percentage of the provincial budget. This year's, if my mathematics are right, works out to 4.84 per cent of the provincial expenditures.

I also, after last year's estimates, got a copy of your communication to me on the projected university deficits which shows a number of the universities. You had Carleton projecting a deficit of \$414,000 whereas I think they ended up with a deficit of \$850,000.

I want to read part of a letter the president of Carleton University sent to my leader regarding their having to use the scholarship fund in order to cope with the shortfall in funding.

4:30 p.m.

It starts by saying: "Yes, we do have a deficit at Carleton for this fiscal year. It was budgeted at \$1 million, but with some increase in tuition revenue and the ruthless expenditure reduction, we expect the actual deficit to be closer to \$850,000—quite large enough, however.

"To cover that deficit and to meet our payroll on accounts payable at the end of the year, we will use money presently in the reserve, which is often referred to as 'the scholarship fund.'"



**Hon. Miss Stephenson:** It is not necessarily the scholarship fund.

**Mr. Cooke:** Well, that is what they use it for. The letter goes on to say they would like to replenish the scholarship fund if they get the revenues they need, but it also says: "But the replenishing will only be possible if we are able to bring costs, particularly salary costs, at the university in line with revenues to the university. At present our annual revenues are 10 to 15 per cent below annual fixed costs. Eighty per cent of these costs are in salaries."

"We are working intensively to reduce costs, including salary costs, but we will never balance revenues and costs without a significant increase in revenue. These revenues, in large measure, must come from the government of Ontario."

I do not know if you were aware that Carleton University was having to use this scholarship fund. This also has some implications for accessibility, when it cannot use that type of money for scholarships. There is that evidence. There is the evidence of the deficits you are aware of. These were estimated deficits. If possible, I would like to have a copy of the actual deficits at the end of the fiscal year 1979-80.

**Mr. Wilson:** They will not be in for probably six months.

**Mr. Cooke:** Whenever that information comes your way, if you could send a copy of that to me, I would appreciate it.

Then there was the comment yesterday that Dr. Winegard made, which I think was most important. I am sure the minister heard it because I asked him to repeat it when the minister returned. He said quite clearly that the quality of the university education is no longer what it was a few years ago. It is in decline. I think he even used the words "significant decline."

Now you have heard that from the Ontario Council on University Affairs, I wonder when we can expect some changes in government policy. I wonder what it is going to take to change your policy and to fund the universities adequately so that the slide down and the decrease in quality is turned around. I think the evidence that there has been a decline is simply overwhelming.

**Hon. Miss Stephenson:** In your opinion there has been a decline.

**Mr. Cooke:** It is not just my opinion any longer. Dr. Winegard, the chairman of your own advisory group, said that clearly yesterday.

**Hon. Miss Stephenson:** I am going to clarify this with Dr. Winegard because that was not the statement he made to me earlier. I will clarify it and let you know after I have done so.

**Mr. Cooke:** I would prefer to go by what's on the record. I know what he said yesterday and I know what your interpretation was. When you stated that, he said, "No, I did not mean that." He stated clearly, "No, there has been a decline in the quality of university education in this province."

**Hon. Miss Stephenson:** I will be discussing this with him. When I have clarified that in my own mind, I will be glad to communicate with you.

**Mr. Cooke:** Is it still not clear in your own mind, even after the statement yesterday?

**Hon. Miss Stephenson:** No, I am not clear at this point about precisely what it was he meant and which criteria he was using.

**Mr. Cooke:** Read Hansard, for one thing, and certainly I will follow up with questions in the House.

How urgently do you look at this matter?

**Hon. Miss Stephenson:** Very.

**Mr. Cooke:** When are you going to meet with him again? I do not know what it takes to convince you. I realize you are in a position where you have to defend government policy.

**Hon. Miss Stephenson:** I will be talking to Dr. Winegard tomorrow, as a matter of fact.

**Mr. Cooke:** When he convinces you, can we expect supplementary estimates to solve the problem?

**Hon. Miss Stephenson:** You cannot expect supplementary estimates at this point, no.

**Mr. Cooke:** Some time this year.

If the evidence is overwhelming and if your own advisory group has stated there is a problem, are you prepared to go to cabinet and come back with supplementary estimates, or are we going to let it go another year, and then another year, and see more and more decline?

**Hon. Miss Stephenson:** No, I will certainly discuss it with Dr. Winegard. As a result of that discussion, we will decide the appropriate course.

**Mr. McClellan:** Has Dr. Winegard never indicated his concerns to you in the past?

**Hon. Miss Stephenson:** Yes, he has indicated concern that if there were significant changes, or a reduction or a major problem in funding, the system obviously was not going to be maintained at the same level of quality. But the statement he made yesterday.

day is one I have not heard him make before and I want to discuss it with him, if I may.

**Mr. Cooke:** Was yesterday the first time he had ever said to you that the system is actually in decline?

**Hon. Miss Stephenson:** Yes.

**Mr. McClellan:** How often do you meet with the advisory council?

**Hon. Miss Stephenson:** With the whole council?

**Mr. McClellan:** Yes.

**Hon. Miss Stephenson:** Only two or three times a year unless there is a specific problem. I meet with Dr. Winegard with some regularity, sometimes every couple of weeks or every month.

What he was saying yesterday was that, in his opinion, the system was over the brink. That is something he has not said to me before. That is why I want to discuss it with him.

**Mr. Cooke:** I really find it hard to believe that, if you meet with him on a regular basis, he has never made that statement to you before.

**Hon. Miss Stephenson:** I'm sorry. You may find it hard to believe, but it happens to be the truth.

**Mr. Cooke:** What is your reaction to the Council of Ontario Universities' proposal on the research council which was made, I guess, directly to cabinet as pointed out yesterday by Dr. Winegard?

**Hon. Miss Stephenson:** I believe the document was delivered to the Premier as well as to me. It was an intriguing proposal. We had been working in a somewhat parallel direction.

**Mr. Cooke:** Can we expect a positive response to this shortly?

**Hon. Miss Stephenson:** I would anticipate there will probably be an interesting response, yes.

**Mr. Cooke:** Last year in estimates you made a statement that you thought at some point it might be necessary for the province to get more involved in research, with more direct funding of research, with more recognition of it in the universities, rather than leaving it primarily to the federal government. Are there any further policy decisions on that?

**Hon. Miss Stephenson:** I would not be entirely factual if I said there had been policy decisions at this point. There has been a great deal of discussion.

**Mr. Cooke:** When will you be coming to a conclusion on that?

**Hon. Miss Stephenson:** I cannot tell you that because it does not depend just upon me. That is a cabinet decision.

**Mr. Cooke:** I realize that, but you are the minister responsible for bringing it to cabinet.

**Hon. Miss Stephenson:** If you have read the document, you will be aware that there are strong implications for a number of other ministries within government as well.

**Mr. Cooke:** I assume you will be the one co-ordinating it, so I assume you are the one responsible for announcing the decision if and when it is made.

**Hon. Miss Stephenson:** That is an interesting assumption.

**Mr. McClellan:** Who is co-ordinating it? Your staff is smiling.

**Hon. Miss Stephenson:** It is an interesting assumption.

**Mr. McClellan:** Who is co-ordinating it?

**Hon. Miss Stephenson:** Who is co-ordinating what? The proposal? We have been co-ordinating the proposal, yes.

**Mr. Cooke:** If there is a research council, what ministry would be responsible for it?

**Hon. Miss Stephenson:** I do not know. I cannot tell you factually at this point. You are asking me for information I do not have.

**Mr. McClellan:** Who are the competitors?

**Hon. Miss Stephenson:** It is not a matter of competition. As I said, there are a number of other ministries involved and the appropriate mechanism has to be determined.

**Mr. Cooke:** I can see why we never get anywhere in this ministry. I hope you have things clearer in your mind than we do after we have listened to your responses.

**Hon. Miss Stephenson:** I would suppose that if you ever had any experience in attempting to administer any of the programs, you would understand what I am talking about. God help us if you do but, none the less, it is not a simple cut-and-dried procedure.

**Mr. Cooke:** I didn't say it was simple. All I am trying to do is to get some indication from you when we can expect a statement. Research and development in this province is a disaster.

**Hon. Miss Stephenson:** No, it's not a disaster.

**Mr. Cooke:** There is a positive suggestion to you as to what we can do to co-ordinate it, to make the links with industry and with the

universities, and to make sure it is properly co-ordinated in this province. All I want to know is when we can expect some co-ordination, whether it's a COU suggestion or whether it's something else. At this point, you are responsible for initiating the discussion in cabinet and coming to some conclusions.

**Hon. Miss Stephenson:** That has happened, yes.

**Mr. Cooke:** When can we expect something?

**Hon. Miss Stephenson:** Mr. Cooke, it is impossible for me to predict whether it will be in one month, in two months, or in three months.

**Mr. Cooke:** At what stage is it at right now in discussions in cabinet?

**Hon. Miss Stephenson:** It is at the proposal discussion stage.

**Mr. McClellan:** It's at the stuck-in-the-mud stage.

**Hon. Miss Stephenson:** No, it is not.

**Mr. Cooke:** Out of frustration, I will pass to Mr. Sweeney.

**Hon. Miss Stephenson:** I won't repeat my somewhat impassioned outburst of earlier today.

4:40 p.m.

**Mr. Sweeney:** I would like to come back for a few minutes to the funding question.

You will recall that last year we did some comparison between the amount of money that flowed to the province from the federal government for post-secondary education and that which was spent for post-secondary education. The result of the analysis, which the Premier (Mr. Davis) did not deny, was that more money flowed to Ontario for post-secondary education without strings attached—that was recognized—than was spent in Ontario on post-secondary education. It was obviously spent on other things.

It would appear that the same thing is true this year. I don't know what figures you or your officials have, but my understanding of the federal-provincial agreement is that it is designed primarily to deal with health costs and post-secondary costs. They were the two big fields, if I remember correctly. It did not include the social services cost, which was kept apart.

The formula that was used before was retained but, in fact, there were two kinds of transfers. The first was a transfer of approximately 14 tax points. I think Ontario's share of income tax went up from 30 to about 44 per cent. Then there was to be a transfer of a

block sum of money, one block for health costs and one block for post-secondary costs.

I recognize there is no compulsion on the part of the provincial government to spend the money for that purpose but, nevertheless, because of the 1976 agreement—that was the base—a certain amount of money would flow from the federal government.

My analysis last year—the Premier did not refute it—was that the combination of money flowing to the province through increased tax points and the money flowing in the form of a block fund was greater than the amount of money actually being spent. Excuse me, I should rephrase that, the amount of new money flowing from one year to the next.

My analysis of the figures this year show the same thing. Your announcement indicates that the total increase, the global increase, this year is \$56.6 million. Is that correct?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** All right. The amount of money flowing from the federal government to Ontario in the block grant alone, never mind that which is represented in the tax points, is almost identical to that, which would seem to suggest—and this is where I would like some reaction—that none of the money flowing to Ontario in terms of the transferred tax points is being used for post-secondary education. It's being used for something else.

Although the original agreement was to give the province more flexibility in its expenditures, the amount of transfer away from the source of funds that used to go to post-secondary education into other fields is becoming increasingly massive. When we talk about the inability of the province to put more money into post-secondary education, there obviously have to be some question marks about what else the province uses the money flowing from the federal government for. It is not using it for post-secondary education.

**Mr. Wilson:** For post-secondary it's about \$76 million. The \$56 million is for the universities.

**Mr. Sweeney:** Excuse me, I have the minister's announcement of February 6.

**Hon. Miss Stephenson:** That is the university one. The \$56 million you are talking about is the university increase.

**Mr. Sweeney:** Okay, you're right. I'm sorry. What's the increase for colleges?

**Hon. Miss Stephenson:** Twenty million dollars.

**Mr. Sweeney:** We're talking about \$76 million altogether. All right. It still has to be



higher than that because the block funding amount flowing from the federal government is in the neighbourhood of \$65 million, \$57 million, something like that.

**Hon. Miss Stephenson:** One interesting thing that happened was that after the federal government was persuaded it would be reasonable to increase the tax point allocation to accommodate certain of the services provided by the provinces, the indexing of income tax was introduced which has had a significant effect, as I'm sure you're aware, on the potential of increase available to the provinces from the transfer of tax points.

**Mr. Sweeney:** If my recollection serves me right, last year I raised that particular point when I spoke to federal officials and they said there had been additional moneys put into the pot for post-secondary educational purposes, although they can't guarantee that's what you're going to spend them for, recognizing that the amount of tax dollars flowing to the province—

**Hon. Miss Stephenson:** To my knowledge that has not happened.

**Mr. Sweeney:** I remember raising the point.

**Hon. Miss Stephenson:** On the agreement which was reached among the treasurers related to block funding, or whatever one calls it, I have no idea of the criteria that were established, if any. I am informed that the decision was taken that there would be absolutely no allocatory directions given or assumed by the one who was providing it or the one who was receiving it.

**Mr. Sweeney:** I think if your officials check with the federal people, for them to transfer the money they have to have some basis for deciding on a figure and they use, I believe, the 1976 base. Flowing from that base so much money is transferred to the province for health purposes and so much for post-secondary purposes. Otherwise you would have to pull figures out of the hat.

**Hon. Miss Stephenson:** I am trying to remember the name of the member of the C. D. Howe Research Institute who wrote the small book about this specific problem. I would commend it to you. It's very interesting reading. Does anybody remember the name?

**Interjection:** Judith Maxwell.

**Hon. Miss Stephenson:** No, it wasn't Judy Maxwell, it was a male.

**Mr. Sweeney:** Anyway, the end result I am trying to get at is it would appear that for at least the last two years that money

flowing to the province, although not specifically earmarked for post-secondary education—

**Hon. Miss Stephenson:** Not earmarked at all.

**Mr. Sweeney:** All right, let's say not earmarked at all, but nevertheless flowing from a base that was post-secondary education is not in proportional terms used for post-secondary education.

**Hon. Miss Stephenson:** In this situation you are comparing apples and oranges because the base figure may have been established on earmarked criteria, but those criteria do not apply at this time. I'm sorry I can't remember the name of the book but I really would commend it to you because I didn't understand the implications either until I read it.

The benefit which was supposed to accrue to the provinces as a result of this different arrangement has not materialized as a result of certain actions taken by the federal government shortly after the new mechanism for funding was established.

**Mr. Sweeney:** Maybe the minister can check into that.

**Hon. Miss Stephenson:** I will get the name of the author for you. As a matter of fact, I have a copy of the booklet. I'll lend it to you. I won't give it to you because I want to keep it.

**Mr. Sweeney:** Thank you. As you probably recognize, we spent a fair bit of time with Dr. Winegard yesterday talking about funding. I won't go over all the same points again, but there is one I would like you to comment on.

**4:50 p.m.**

Information dated May 7, 1980, would indicate that of the seven other Canadian provinces which have now reported—the only two that haven't reported yet are British Columbia and Quebec—every other province is contributing a higher increase to post-secondary education than Ontario. That places Ontario dead last again.

It has been going on for quite a while. How long is this going to go on without the kind of deterioration that we talked about before? You can't keep being on the bottom of the totem pole year after year. You can't keep funding below the inflation rate year after year and not know, without anyone having to tell you, that there is going to be deterioration within the system. There has to be.

Let's go back to a point that has been made for the past several years. There prob-

ably was a time in the early 1970s when there was some fat in the system. For an entire decade in the 1970s, that's been squeezed and squeezed and squeezed. It stands to reason, regardless of any report that may or may not be forthcoming, that for the last two or three years—let's take that short period of time—there has to be a negative effect on the system. There's nothing left to squeeze. Equipment has to deteriorate, library acquisitions have to deteriorate, classes have to get bigger, research has to be reduced. That's what we mean when we say the system is deteriorating. That's the focus of many of our remarks.

**Mr. Cooke:** The minister didn't know that until yesterday.

**Mr. Sweeney:** That has to be. You can't continue this way and not have that happen. Surely there is a recognition and an acceptance of that fact. Consequently, we are coming to a philosophical-political decision that that is an acceptable practice. Surely you can see where our arguments flow from and the position we take.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** Okay, I guess all we can say is it should be done differently.

The minister indicated, I believe it was yesterday, a strong sense of the need to have the basic humanities as, I think you used the "heart" or the "soul" or some other word, of any university system. This year, for the first time, I have been hearing more concerns expressed by university administrators and faculty that this area now is in serious jeopardy. If that is true and if the minister has that strong sense that she expressed yesterday, what would she do about it if it could be demonstrated? Would you be prepared to make some changes in the funding? I happen to agree with you. I think it is the heart of the system.

**Hon. Miss Stephenson:** I am always prepared to make possible changes within the funding. If you are suggesting that I make specifically directed changes within the funding, I doubt that would be an acceptable practice. However, I have made the statement with some frequency to members of the Council of Ontario Universities and others that I believe that, I believe that most university presidents, most governing bodies, agree with the principle—perhaps not all, but most.

**Mr. Sweeney:** Okay, let me move on to another area.

**Hon. Miss Stephenson:** But I think you should be aware that I have specifically asked

the Ontario Council of University Affairs to look at funding mechanisms because of my concern for the structure and function of universities. That is being discussed at, I think, every spring hearing with the members of universities who present themselves before OCUA.

The question is, is the mechanism which has been appropriate in the past going to continue to be appropriate or should we be looking at some other way of funding universities?

**Mr. Sweeney:** I can't find the sense that we can continue down this path. It surely should now be almost self-evident that the present system is not funding the institutions in the way they should be funded. The kind of deterioration is literally self-evident.

**Hon. Miss Stephenson:** I think the distinction which Dr. Winegard emphasized yesterday between the total amount of funding and the mechanism of funding is of real importance in this. It is his impression that the mechanism is not the matter which should be of concern at this point. I am not sure that that is so. That's why I have asked OCUA to look at the mechanism as well.

**Mr. Sweeney:** Anything that will make a difference and have a positive impact is welcome, but I just have this sense that a year from now we are going to be talking of the same things. I said that last year, and probably the year before if I am not mistaken, and the record would probably suggest it.

Let me move on. I want to touch briefly on the whole question of research. It has already been raised a number of times and in a number of ways. There is one thing we just touched briefly last year. We didn't get into it very far. I want to raise it again this year because it has been brought to my attention on three occasions in the last two or three months subsequent to the recent federal election.

There appears to be a firming up of the commitment on the part of the federal government to move from approximately 0.9 per cent to 1.5 per cent of—what's the expression?—gross national product with respect to research. The feedback I am getting is that if it actually happens, and I can only go on the assumption that the intent is clearly there—

**Mr. Cooke:** Never count on Liberal promises.

**Mr. Sweeney:** Oh, sometimes. If that really happens, if the commitment seems to be coming from several sources and if it seems to be much firmer than it has been in the past, the number of people required to carry it out is going to be considerably in excess of what



we are graduating now or can contemplate graduating.

Hon. Miss Stephenson: Yes.

Mr. Sweeney: To what extent is there a liaison between the federal authorities making that commitment and the requirement on the part of provincial authorities who have to be sure that the human resources are in place to allow it to happen?

Hon. Miss Stephenson: As I think I reported to you last November, for the first time, to my knowledge, there is an active liaison which was established last fall between the granting authorities and the provincial governments. Since February or whatever the date was that liaison, happily, has been maintained and I believe will continue to be maintained.

The increased activity at the federal level has strong implications for provincial responsibilities. It is absolutely essential there be some direct connection on an ongoing basis between the two levels of government to ensure there is no falling between the stools as a result of any lack of communication. The liaison is there now and a number of discussions have been carried on, particularly with the representatives of NSERT.

Mr. Sweeney: To what extent is there an ongoing liaison within the industrial community, particularly in the area of some long-term industrial strategy, whether it is government-initiated, government-directed or simply government-observed, and this movement within the universities to turn out the kind of human resources that will be required?

Hon. Miss Stephenson: That's the kind of liaison we are proposing to work on with some vigour. There has been some liaison between the universities and the industrial community. I don't think there has been a sufficient partnership amongst the four groups that should be involved—three at any rate.

Mr. Sweeney: Is there any interministerial liaison between your ministry, industry, manpower, for example, to look at this kind of thing?

Hon. Miss Stephenson: Yes. There has been.

Mr. Sweeney: How do you feed that back to the universities or to potential graduate students? What is the communication like?

Hon. Miss Stephenson: We are attempting to make it more functional than it has been in the past. I don't think it has been sufficiently effective in the past.

Mr. Cooke: How does it work now? How are you going to make it more effective?

Hon. Miss Stephenson: The potential information regarding manpower requirements are in the process of development within the Ministry of Labour and that information will come to us. It is the structure which will provide for easy access to that information that is being worked on right now.

5 p.m.

Mr. Cooke: Yesterday when Dr. Winegard was in front of us he said he was not convinced the vast increase in demand for graduate students would ever take place. I assume he is not totally convinced that the federal government will be able to accomplish its 1.5 per cent.

Hon. Miss Stephenson: Yes, I think there is some question about that.

Mr. Cooke: He said that all he felt needed to be done was to tell potential graduate students to keep their eyes on it.

The problem with that approach is that by the time it is accomplished the need will already be established and we will not have the graduate students in place. We will have to resort to the type of thing we did when places in the universities opened up and get more and more non-Canadian faculty and get more and more non-Canadian graduates over here to fill the places.

Hon. Miss Stephenson: It is obvious that in our jurisdiction there will not be specific directions about what they should or should not do, but information should be provided to them so they will have the opportunity to make the appropriate choices.

Mr. Cooke: What discussion has ever taken place between your ministry and the Ministry of Industry and Tourism on, for example, the establishment of a research centre for auto parts, which obviously will require skilled people? Basically, all those skilled people reside in the United States because that is where all the research for auto parts and transportation in general has been done. There is the exception of Kingston, but I am talking about cars.

Was there any liaison between your ministry and Industry and Tourism on that?

Hon. Miss Stephenson: There was some general discussion in the beginning.

Mr. Cooke: Are we going to be able to fill those positions? I understand the facility that will be in existence in Windsor for Chrysler Canada Limited, which was hardly this government's initiative, will have to rely to a great extent on engineers from the United States.



**Hon. Miss Stephenson:** That is a possibility in the beginning. I do not know that for a fact at this point.

**Mr. Cooke:** There does not seem to be a lot of long-term planning, or am I wrong? Can't you be more specific?

**Hon. Miss Stephenson:** No, I can't be. I would be delighted to be more specific, but I cannot be at this point.

**Mr. Cooke:** I should put all my questions in writing. I get better answers in writing from your ministry.

**Hon. Miss Stephenson:** For that one you wouldn't.

**Mr. McKessock:** I have a question pertaining to Bill 4, An Act to regulate the Granting of Degrees. I realize it is just at first reading but over the last couple of weeks, and more specifically during the past few days I have had several letters and a few phone calls. People are concerned about what it is going to do to existing bible colleges in Toronto and in St. Catharines, and how it is going to interfere with the way they have been progressing in the years gone by.

**Hon. Miss Stephenson:** We have had conversations and meetings with representatives from almost all of them at this point. We have signified to them that we would be supportive of private members' bills which would provide a charter for recognized bible colleges and theological institutions which would lead to religious or theological degrees, provided they meet the criteria of adequate program, adequate staffing and adequate funding for the development of programs.

It is my understanding that most of the institutions are moving in that direction now with the help of the ministry. We have been helping them develop the legislation they require. I think a number are almost ready to come in. I know one is ready to come in right now.

There is one institute which has not decided as yet what it should do. It has been suggested to it that it has three courses which it might follow: affiliation with a recognized Canadian institution; affiliation with an international institution of recognized repute; or develop a charter of its own. I believe that institution is now seriously considering the possibility of development of a charter.

**Mr. McKessock:** There are quite a number listed in the bill that are permissible without coming forth with a private member's bill.

**Hon. Miss Stephenson:** They have a university affiliation now. The group of institutions you are talking about do not wish to be affiliated with a recognized university in Ontario. However, they can develop affiliation with a recognized institute of similar character in the United States which is accredited through their program of accreditation. That affiliation is perfectly satisfactory.

**Mr. McKessock:** The other area was in the advertising from colleges in the western provinces and from the United States. Is the bill going to prohibit them from advertising in Ontario?

**Hon. Miss Stephenson:** If they are going to offer courses in Ontario, yes, but if they are offering courses within their own jurisdiction—

**Mr. McKessock:** Then they can advertise here?

**Hon. Miss Stephenson:** If the students are going to take those courses in those other areas, yes.

**Mr. Cooke:** Why wouldn't you just amend the bill—maybe there is a good reason why you are not going to—so that instead of theological colleges having to bring in a bill you could simply grant them a charter on your own?

The theological colleges are not the problem. They are still going to have to go to the extent of bringing in a private member's bill. I do not think you have any objection to the theological colleges operating. It is some of the others that are granting degrees that are not in the theological area.

**Hon. Miss Stephenson:** The position was taken early on that since all the institutions within Ontario function under their own acts, it would be more appropriate to have those charters granted by means of legislation and thereby secure their positions within the provincial jurisdiction. This provides the opportunity for examination by the Legislature of the quality and character of the institutions involved, which I think is a reasonable and normal Legislature function.

**Mr. McKessock:** It was mentioned in some of the correspondence I received that a university or a college might be operating for some time before you really were aware of its credibility. This would mean it might be hard to determine their credibility at the start.

**Mr. Wilson:** May I speak to that? That one group that came to speak to us admitted they were just starting. We pointed out that they should either obtain affiliation to begin with so they established their credibility, or offer nondegree programming until they reached a point where they felt they had a case to bring

a bill forward. They acknowledged that made good sense from their standpoint. They knew they were starting from a weakened point.

The question is whether bible colleges must have a sufficiently established background that they themselves would justify, or whether they are starting from scratch and one would want to have the normal quality control check as they start out. To grant degree-granting authority before they have done anything is rather difficult. Most people seem to recognize that as a reasonable way of approaching things. Now, some may not accept that.

**Mr. McKessock:** Specifically what was the problem that brought this legislation forth?

**Hon. Miss Stephenson:** There are a number of very marginal institutions providing courses in Ontario whose degrees, I think, would have to be considered of questionable quality. I think we have a responsibility to ensure that the quality of the degrees which are granted in the province is high, that it is maintained and that it is not diluted or weakened by a number of less than totally reputable institutions that would be happy to invade what appears to be a fairly fertile ground.

**Mr. McKessock:** Were there many of these colleges?

5:10 p.m.

**Hon. Miss Stephenson:** Quite a few. The states of Michigan and New York have developed legislation which is of such a nature as to make it attractive to offer the courses and provide the degrees in Ontario rather than in their jurisdictions, which they can't do any more.

We are getting the spillover effect of the legislation which was introduced in neighbouring states, which was less than desirable. I have to tell you, in many instances. There are a considerable number of them who have no real credibility at all within the post-secondary area.

**Mr. McKessock:** Did you feel this was the only course of action you had?

**Hon. Miss Stephenson:** Yes, we discovered we had no power to limit that activity at all.

**Mr. McKessock:** Without legislation?

**Hon. Miss Stephenson:** Without legislation.

**Mr. Cooke:** A more appropriate question is why did it take so long?

I wonder if we could get a list from the minister some time next week as to how many universities have taken advantage of either a percentage or the full 10 per cent surcharge of tuitions.

**Hon. Miss Stephenson:** Yes.

**Mr. Cooke:** What is the government's position on the amalgamation bill? I noticed in the new directory the ministries are now completely separate again. Do you plan on bringing in a bill along the lines that we suggested last year?

**Hon. Miss Stephenson:** No.

**Mr. Cooke:** Are you not going to proceed with legislation in the matter?

**Hon. Miss Stephenson:** No.

**Mr. Cooke:** Why?

**Hon. Miss Stephenson:** I don't need to.

**Mr. Cooke:** You're operating as if there's practically one ministry now.

**Hon. Miss Stephenson:** No, we are operating two ministries with co-ordination and integration of support areas, which I believe is more economical, more efficient and equally effective. It does provide us with the problem of having to keep two separate audits in terms of complement and financial activity.

**Mr. Cooke:** How about bringing in an amendment to this ministry's bill so that we have an annual report?

**Hon. Miss Stephenson:** I hadn't thought of that.

**Mr. Cooke:** It would be nice to have an annual report we could take a look at. If there is a particular issue that we may want to discuss in committee there is no avenue to do that now other than estimates. There is no avenue of having hearings and having people come before us if there is a particularly important issue. That might be useful in the legislative process.

**Hon. Miss Stephenson:** We table such an awful lot of reports.

**Mr. Cooke:** There is no way of doing it under this ministry because we have looked. It has been requested for a number of years, I think.

**Hon. Miss Stephenson:** Has it? I'll review the history of this.

Item 2 agreed to.

On item 3, teacher education:

**Mr. Cooke:** I have one question on this vote. I wondered if we could get some information on the number of teacher places and the decline that has taken place over the last number of years at the various faculties of education.

**Hon. Miss Stephenson:** Teacher places?

**Mr. Cooke:** Places within the institutions, the number of seats or whatever you want to call it, and how many fewer teachers we are now training as compared to—



**Hon. Miss Stephenson:** The figures of enrolment are down. The enrolment as of October 1, 1978, was 4,276, to graduate in 1979. The enrolment as of October 1, 1979, graduating this year, was 3,403.

**Mr. Cooke:** Of those who graduated in 1979 do we have any idea what the employment is?

**Miss Dunn:** Thirty-three per cent of the graduates last year were employed in the publicly supported schools of Ontario. We think there is about eight per cent more who have been employed in private institutions and in educationally related institutions, so it's somewhere around 42 per cent.

**Mr. Cooke:** That means we can expect that a large percentage of the 3,403 will be unemployed?

**Hon. Miss Stephenson:** Not that they would be unemployed, but that they would not be employed in teaching.

**Mr. Cooke:** Not employed in what the taxpayers paid for them to be trained in. There are a large number who go into things like child care, I understand that. They find that once they get into child care or something else like that—

**Hon. Miss Stephenson:** Forty-two per cent of these 3,403 will be employed. I don't think we have any evidence that a greater number will be employed this year than last year.

**Mr. Cooke:** Is any thought being given to directing or suggesting strongly to the faculties of education that the numbers be decreased dramatically, or that they offer on a part-time basis switching gears into retraining rather than the full-time teacher education?

**Hon. Miss Stephenson:** Faculties of education should be involved in retraining teachers?

**Mr. Cooke:** I am talking about special education, upgrading, things like that which they have gone into.

**Hon. Miss Stephenson:** They are doing that now.

**Mr. Cooke:** Switching gears even more into that.

**Hon. Miss Stephenson:** It has been done.

**Mr. Cooke:** What about decreasing the number of seats, the enrolment?

**Hon. Miss Stephenson:** We have not made any suggestion that there should be a massive restructuring of the enrolment capacity of faculties of education.

**Mr. Cooke:** Most of the money that would be spent on teacher education would be in the university transfers for operating grants.

Do you have a ball-park figure as to what we are spending for teacher education in that area?

**Mr. Wilson:** About \$20 million, I guess.

**Mr. Cooke:** Twenty million dollars approximately, and only 41 per cent of them at the most are getting jobs. When we have very limited resources, don't you have a strong feeling—

**Hon. Miss Stephenson:** Some of the skills the young people involved in that educational program learn are extremely useful in other areas of activity.

**Mr. Cooke:** Such as?

**Hon. Miss Stephenson:** In business, in public relations, in certain social services. Insurance companies are probably one of the greatest consumers of those who have these skills.

**Mr. Cooke:** I know the ones who go into social service, coming from that field—the ones who are teacher graduates and then go into some type of counselling or child care. They have to go back to school either to get their certificate from community college or to get a degree in social work because they are not recognized by the institutions. As we graduate more and more bachelors of social work and child care workers they are not having the same employment opportunities.

**Hon. Miss Stephenson:** I don't think that social workers has an increasing enrolment.

**Mr. Cooke:** I am saying as more and more of them come on stream, because we used to have to rely on bachelors of arts instead of bachelors of social work.

**Hon. Miss Stephenson:** Many of them are employed in business.

**Mr. Cooke:** We haven't done much tracking in that area, I would assume. I have said this on other courses that are developed for the purpose of job training. I certainly look on teacher education as being job training directed towards teaching in schools. If they are needed in business there are ways of altering the business programs to provide them with that training.

If we're spending approximately \$20 million a year on teacher education, I think there's a better way of spending your money rather than having 42 per cent of them employed and 58 per cent unemployed.

**Hon. Miss Stephenson:** There is a potential in the future, when relatively large numbers of teachers leave the educational system and there are opportunities for teaching, for many of these young people to take advantage of



it at that time, probably to the advantage of the students they will be teaching.

**Mr. Cooke:** Teaching where?

**Hon. Miss Stephenson:** Teaching within the educational system.

**Mr. Cooke:** Do you mean some time in the future?

**Hon. Miss Stephenson:** Yes.

**Mr. Cooke:** The problem is that for those who have not got into teaching after a few years out of the faculty of education, their chances of getting in with a board of education becomes less and less. That was the feeling I had when I was on the Board of Education for the City of Windsor and we discussed some of these matters with the director.

5:20 p.m.

**Hon. Miss Stephenson:** I think there is a slightly different attitude with a number of boards now as far as that is concerned.

**Mr. Cooke:** I still think it's something which should be looked at. You have limited resources and this is one area where you could save some money and redirect it into other areas where we desperately need the money.

**Mr. Wilson:** A great shift is taking place within the faculties and the resources attracted by the undergraduate enrolment. I said that much money went; that would probably be an understatement because of the enrolment a couple of years ago was higher, therefore the money generated might have been above that.

There is a sharp switch to the basic certificate kind of training within the universities, and the resources that are there, the teachers and faculty members, are moving much more into special education and all of these areas.

We are seeing a phasing out of the resources that were previously used in pre-service training and moving into post-service. Some of it is masters' work, some of it is purely certification. Virtually all of the certification previously done on ministry operated courses has been transferred to the faculties of education. As the numbers come down—we expect to be down again next year—we expect to see a shift of resources from the faculty on the pre-service course to in-service and upgrading courses. I do not know what percentage of shift has taken place but it's been massive.

**Mr. Cooke:** But the 4,276 and 3,403, those are pre-service?

**Hon. Miss Stephenson:** Yes, but that's a reduction of 1,000 within one year.

**Mr. Cooke:** But we've known since the mid-1970s or earlier that this decline in enrolment was going to take place.

**Hon. Miss Stephenson:** I would remind you of the unhappy experience related to nursing.

**Mr. Cooke:** That was a bit more difficult to predict because it depended to a large extent on government financing of hospitals—that's what we were told yesterday and I agree with it—as well as the one labour settlement that was difficult for hospitals to cope with back in 1976 or 1975. That part of the problem was more difficult to predict. It is a reality that we have fewer elementary and secondary students and it's going to become worse and worse, unless the government changes its policy in a lower pupil-teacher ratio.

**Hon. Miss Stephenson:** We don't have a PTR, I hope you are aware.

**Mr. Cooke:** If you gave school boards their money, they could—

**Hon. Miss Stephenson:** We have a specific class size in two situations only. That is decided at the board level, not by the government.

**Mr. Cooke:** Your funding policies have some implications for that.

**Hon. Miss Stephenson:** Some.

**Mr. Cooke:** Considerable.

**Mr. Wilson:** Would it be worth pointing out that in 1976, which was the peak year of education graduates, there were 6,776 bachelors of education—teaching diplomas, practically all have been diplomas. There might have been some who got a degree, but wouldn't have had a certificate. I don't imagine it would be many. That's now down from 6,776 to under half and I don't know how much more rapidly we could squeeze the resources out of the university system and move it into other areas. A 50 per cent shift from 1976 to 1980 is a major shift and we expect it will go still further.

**Mr. Cooke:** I hope so. I have a considerable number of friends who went through the faculty of education at the University of Windsor and who are now in occupations where they are not particularly happy.

It's not easy if one gets his degree in human kinetics, physical education, then has to go work in child care or something that pays considerably less and then has to go back to community college to get one's certificate if one is ever going to get to the maximum pay rate. It's not easy to cope with.

**Hon. Miss Stephenson:** The information about declining enrolment has been public since 1971.

**Mr. Cooke:** Yes, but here it is the middle of 1980 and we still don't have a provincial policy or a response to Jackson.

**Hon. Miss Stephenson:** We most certainly have a provincial policy that we are not going to tell young people which courses they must take at university. It is their choice. We provide them with the information that is available about potential job opportunities and they make the decision.

**Mr. Cooke:** As taxpayers, my constituents think their money could be more wisely spent.

**Hon. Miss Stephenson:** Where would you spend it?

**Mr. Cooke:** There are other areas in the universities where we could redirect our money, whether it be into research, into some of the other faculties where we need other people, into the scientific field. Ryerson Polytechnical Institute went three years begging for money and finally got something.

**Hon. Miss Stephenson:** I was only aware of it for one year.

**Mr. Cooke:** We discussed that last year. It was brought to Dr. Parrott's attention before yours.

**Hon. Miss Stephenson:** The faculties of education would be somewhat dramatically dislocated. Where would they be?

Item 3 agreed to.

Item 4 agreed to.

Vote 2801 agreed to.

On vote 2802, college and adult education support program; item 1, program administration.

**Mr. Cooke:** Could we not adjourn now and get into the college vote and go until six o'clock on Monday? The matters I wanted to raise are matters that the member for Bellwoods and the member for Hamilton Mountain (Mr. Charlton) were going to raise under this vote. I have only a couple of minor things and I prefer to wait until Monday.

**Hon. Miss Stephenson:** Could we do vote 2803, agencies, boards and commissions?

**Mr. Cooke:** We won't go after six o'clock on Monday.

**Hon. Miss Stephenson:** You can't go after six on Monday.

**Mr. Cooke:** I realize that.

**Mr. Chairman:** We were leaving ourselves a little elbow room. We would have two hours and 23 minutes if we went to 5:40 p.m. It's not always possible to get started

right at 3:30 p.m. because it depends on the ministerial statements and so on and we are never sure what is going to happen there. Could we deal with item 1, program administration, and leave the rest? You don't have anything under—

**Mr. Cooke:** I can deal with the one item I wanted to deal with and that is the colleges of applied arts and technology graduate placement, if you want to deal with that under this vote.

**Mr. Chairman:** That would be item 2, but we can do it now if you wish and that would perhaps save us some time on Monday.

**Mr. Cooke:** Are all chairmen so concerned with time?

**Mr. Chairman:** It's the story of my life.

On item 2, provincial support for colleges of applied arts and technology:

**Mr. Cooke:** Every year I seem to raise this item. This year, the statistics indicate the placement record is considerably better than last year, but I did want to make a point if I can find my research memo.

Is there any explanation why there is such a difference in the success of employment for the English programs as opposed to the French programs? It is 18.8 per cent unemployment for those from French programs and 10.6 per cent for those from English programs.

**Hon. Miss Stephenson:** I don't have any real explanation at this stage of the game. I think we could probably find out, from the various colleges with French language programs, the difficulties they face in attempting to place the graduates of certain programs.

**Mr. Cooke:** It wasn't as wide a split last year, if I remember correctly. The two unemployment rates were similar.

The other thing is that there are a number of courses. Going through this very quickly: fashion arts; floriculture, retail; recreation administration or recreation leadership—which also last year did not come out as well as the rest—social research technician; accountant; all these had a considerably higher unemployment rate than most of the courses. I also noted there was a better placement record in the technology area, whereas the health graduates, for example, had a much poorer placement record than did some of the other fields.

5:30 p.m.

I am wondering what kind of planning we are doing for next year. I think the minister agrees—I think she agreed last year



—that community colleges certainly are institutions that are employment directed.

**Hon. Miss Stephenson:** Yes, they are very much employment related.

**Mr. Cooke:** I wonder whether or not we can adapt quickly when these types of reports come out of lower enrolments in one area and increased enrolments in other areas where there is a demand. They seem to be the same year after year: the recreational leadership, the social worker.

I think they have a great difficulty placing social workers. There are many graduates with degrees from universities and they have a higher opportunity for placement than do the community college grads.

**Hon. Miss Stephenson:** There were 285 programs last year that had a relatively low placement record in relation to other programs. As a result of the pretty direct connection between the employment opportunities and the offerings of the community colleges, some of them have been cancelled. Approximately 100 have been dealt with at this point. They have either been cancelled or significant corrective action has taken place within the course in order to fit the graduates better.

Obviously we will not have the figures as a result of that for about another 12 months. I think we will probably see that a fairly significant number have disappeared.

**Mr. Cooke:** I assume that is why the record this year is better than last year; there was adaptation.

**Hon. Miss Stephenson:** There was some corrective action taken last year. I think it has been even more significant this year.

**Mr. Cooke:** I think health and business stand out as the two whose placement records were not so good. I am wondering whether it is the type of graduates; perhaps the quality or the type of training they are getting does not completely match the training that is necessary in the business field.

**Hon. Miss Stephenson:** One of the difficulties with those in the health-related areas is that some of the health sciences programs finish much later in the year than do other programs. Therefore, the information which is developed for them is not as—

**Mr. Cooke:** Not the six months.

**Hon. Miss Stephenson:** Yes. In some of the situations there was an anomaly for one year only, which has been overcome.

**Mr. Cooke:** Last year the unemployment rate, I believe, was around 16 per cent. The year before it was about 17 per cent. This

year it is down to 10 per cent for English programs and 10.7 per cent overall. So that is a significant betterment of last year's records. That is why there is no press release this year.

**Hon. Miss Stephenson:** Thanks.

**Mr. Cooke:** There are a couple of other minor items, but we can get into them next week. A couple of my colleagues want to go into things in detail next week.

**Hon. Miss Stephenson:** You cannot raise your minor items right now?

**Mr. Cooke:** I am not organized to go under the college vote today. I did not think we would get to it.

**Hon. Miss Stephenson:** We will get the information for you about the French language programs for Monday.

**Mr. Chairman:** Is it possible to carry the first item, program administration, and then settle on item 2?

Item 1 agreed to.

**Mr. Chairman:** We have two hours and 29 minutes left, so I hope we can get started at 3:30 on Monday.

**Mr. Cooke:** Brian is here. He can start on his one item if you want to get rid of some more.

**Hon. Miss Stephenson:** If he is prepared to do it right now.

**Mr. Charlton:** I am easy. I can sit in on Monday.

**Hon. Miss Stephenson:** Do you have an item?

**Mr. Chairman:** Do you have an item that will take about six minutes?

**Mr. Charlton:** It may take a little longer than that, but I could start it if you like. It may not take any longer than six minutes.

I wrote to the minister some weeks ago about the random selection process that is being used in some of the community colleges in some oversubscribed courses. I find a number of problems with the process. The more people I talk to the more problems I find.

The first and basic complaint I have received from the public is that their children, teenage students, who have spent a fair bit of time working towards a specific and particular thing, are not being individually considered at all. That is a reality of that kind of a process, I guess.

As I have got further into the whole question of the random selection process, having talked to a number of high school principals, guidance counsellors, and, more



recently, a few community college teachers who have got in touch with me in the Hamilton area, I find there are a number of other problems that relate to that kind of a process as well.

First, you get a situation where a student has a specific course in mind, but, owing to economic circumstances, would obviously prefer to go to his local community college. He has a part-time job and would like to be able to keep that part-time job, but because of the random selection, in order to hedge his or her bets, gets into applying to every community college where that course is available. A couple of students have been in to see me who did exactly that and were accepted somewhere—unfortunately, not locally.

Most likely the same situation is true at the local community college, which, in Hamilton's case, happens to be Mohawk College. The random selection process has selected out-of-town students who probably also would have preferred to have stayed in their own local community had the selection process been able to deal with that particular aspect of their application. So you have a student who, if there were some mechanism for trading, might end up where he wanted to be, in his own local community, at much less cost to him.

I have received some serious complaints from principals and guidance counsellors in the high schools relating to the fact that they have gone to some trouble in terms of talking to students about where they are going and trying to assess students' abilities and so on. They have made, and do make, recommendations about their capabilities or aptitudes for a particular thing and perhaps even their motivation.

I would think that is something that might be indicated to the people in the community colleges in an interview with a student before the admissions process is finalized.

That brings to mind one of the complaints I have had from community college teachers. Here again, we are talking about a small minority of students who get into these courses where random selection is used. Perhaps they have applied for several different courses and are accepted into the one that is not their first choice, perhaps a course that they really had not looked into.

After two weeks, three weeks or a month in the fall semester they drop out of the course altogether, long after those students who were rejected in the random selection process have had to make some other ar-

rangements for that particular year of their life. Whether they intend to reapply to the community colleges the following year or not, they have long since made some kind of alternative arrangements for that year.

So I see a number of problems that the random selection process can in no way deal with. They are very practical problems in most cases. I understand full well that any selective assessment process you get into, whether it be a university, community college or something else, is imperfect; there will never be perfection where human judgement is involved.

At least that type of program attempts to assess, one hopes, all of the factors relevant to the course; whether the student is really interested in that course or has the capability of completing the course; whether in the light of economic circumstances the student may have priority to enter a local college over another student who in all other respects is relatively equal but has other options in terms of where he or she could go.

5:40 p.m.

I would seriously like the minister to have a look at the whole random selection process. There is some support for it out there, especially from those people in the administration of the community colleges who have to make the personal selections. The people in the admissions departments of the community colleges apparently do not like the idea of having to play God, if you like, and choose one over the other.

But it seems to me that just about everybody else I have talked to, from parents to students to high school officials to community college teachers themselves, do not feel comfortable with random selection. They seem to feel there has to be something more to the way in which the classes in community colleges are filled.

**Hon. Miss Stephenson:** It is my understanding that, at the community college level, the number of places available for some of the limited enrolment courses relates to two things: the capability of the college to provide more places and, secondly, employment opportunities for the graduates of that course within the area of jurisdiction of the community college.

It is also my understanding that in almost all instances there is a selection process which is gone through first: The student is interviewed, the information which is developed about the student is assessed to try to determine whether the student is qualified for admission to the course.

**Mr. Charlton:** If I could interrupt for a moment, from what I have been able to find out that is true in some instances, but not in all instances. In some instances it appears that the community colleges in effect have decided those courses in which an interview is required and those that are so basic and so work-related they don't require an interview. If they can, on paper, establish minimum requirements, they don't get an interview.

**Hon. Miss Stephenson:** If, as a result of whatever method is used, they determine the number of people qualified to enter the course is greater than the number of places available, is there a better or fairer way of selecting than simply by lottery? Because that in fact is what it is.

**Mr. Charlton:** What I am suggesting is that when you determine that the students meet the minimum requirements, all of them have an opportunity for an interview. That tells the whole staff that the community college has decided that not only did the students meet the minimum requirements on paper, but they are also capable of completing the course and are really interested in taking that course.

What the random selection process inevitably means is that if someone meets the minimum requirements on paper, if their marks are good enough, they get dumped into the bin whether that particular course is what they are really interested in or not.

**Hon. Miss Stephenson:** I am not sure that that is a universal practice.

**Mr. Charlton:** That's the specific complaint I got from community college teachers. They were absolutely amazed at finding in the first few weeks of school those students who were saying, "I wanted to get into so and so and I didn't and I plugged my application in here and it came out on the tape so here I am, but it isn't what I thought it was going to be." Those are the kinds of things that can be determined in an interview circumstance.

**Hon. Miss Stephenson:** Certainly not always.

**Mr. Charlton:** Not always. As I said, there's no assessment process that's perfect.

**Hon. Miss Stephenson:** The student's perception of what the course is going to be may not be met.

**Mr. Charlton:** So sitting down with somebody and talking about the course and your real interest in that course as a student may be beneficial to both the community college and the student.

**Hon. Miss Stephenson:** That is done in most of the limited enrolment courses. That's what I'm saying.

**Mr. Charlton:** What I am saying to the minister though is in at least some instances that's not happening. The complaints I got originated from that. Students who had had no contact with the community college at all other than getting an application form and submitting it, received letters of rejection.

**Hon. Miss Stephenson:** I am convinced that is not a common practice throughout the community college system. However, because of this concern, we will take it up with the community college presidents to see if there is some way it can be improved.

The registrars this year, for example, are introducing a system of pooling information about available openings of common courses, that is, courses which several community colleges offer in common, so an applicant can be advised if there is an alternative program he may attend in some other area. Through that it seems to me the proposal you make about the possibility of trading might be carried out in some instances, not all.

It is also my understanding that the registrars of community colleges are reasonably aggressive. If a place becomes available in a limited enrolment course and somebody drops out of it, they pursue those who had applied earlier but had not achieved enrolment.

**Mr. Charlton:** One of the things the random selection process causes, for example, is that when students have full knowledge of the fact that it is a random selection, they tend to apply to every community college they can find where that course or a similarly related course is available. You get a fairly high rate of dropout—not dropout from the course itself, but if a student applies to six community colleges where the course is available and is accepted at three of them, obviously he is not going to accept the acceptance at two of those three, so that's going to create a vacancy right off the bat early in the spring.

I am not so concerned about that part of the process because—

**Hon. Miss Stephenson:** Don't they have to pay \$50 to each of the institutions?

**Mr. Charlton:** They have to pay the \$50 when they get their acceptance, that's true. I have had a couple where students have paid their \$50 and then finally been accepted at the place they really wanted to go and forfeited the \$50 in order to go where they wanted.

That's not my biggest concern. My biggest concern is the late dropouts after the course has started.

**Hon. Miss Stephenson:** My understanding is that in most instances the registrars are quite aggressive in a community college program. They don't simply leave the places vacant. They do attempt to make contact with people who had applied and who had not achieved admission to the course to offer them the open place.

**Mr. Charlton:** My point is simply that if some of the people—and I understand an assessment process is never perfect and you're never going to weed out all those people who may drop out in the first month of a course or whatever—if you at least have an interview in all cases then you are going to weed out the majority of those people.

**Hon. Miss Stephenson:** I think that's the majority activity, as a matter of fact. But we will take specific complaints.

**Mr. Charlton:** I can't speak for the whole province. You are in a better position to do that. I would like to see in all cases some personal contact and some understanding of the students who are applying for the courses by way of an interview and an assessment, not just the minimum requirements.

**Hon. Miss Stephenson:** We will make sure—except one of the concerns we have about the community college system is that we really do not want it to become part of the creeping academic elitism.

**Mr. Charlton:** Neither do I.

**Hon. Miss Stephenson:** We want to make sure the grade 12 graduates have an equal opportunity with university dropouts, university graduates, grade 13 graduates and others. Yes, and mature students as well.

**Mr. Charlton:** I have absolutely no objection if there is some personal contact and somebody says a grade 12, 65 per cent student should get into the course, and an 85

per cent student should not. I can understand if they have decided, "Okay, both of these student are interested in the course, both of these students are capable of handling the course," and select at random which one will get into the course. That's fine, I don't have any objection to that at all. My objection relates to the impersonal nature related to me of—

**Hon. Miss Stephenson:** As I said, I don't think that is a general rule.

**Mr. Charlton:** And the inability to be somewhat flexible in the other things I suggested.

**Hon. Miss Stephenson:** Yes, we will certainly raise this with the committee of presidents to see if it is happening in certain institutions and try to ensure there is that element of personal contact as well.

**Mr. Chairman:** Perhaps we can leave it at that for today.

There is just one item. You have before you the proposed budget of the committee for 1980-81. Perhaps we can pass that today. The estimate is for \$31,975. Last year, as a matter of interest, it was \$44,137.

**Hon. Miss Stephenson:** Oh, you are improving.

**Mr. Chairman:** We used, of that total amount, \$4,136. I think we were the most frugal committee in the entire Legislature.

If there are any questions, I would be glad to try and respond to them, but I think it is straightforward. This estimate is based on two weeks of hearings off-session. We may or may not have that, there is no way of knowing at this point, but we thought we had better put it in, in any event, just to make sure.

Mr. Belanger moves the adoption of the 1980-81 budget for the social development committee in the amount of \$31,975.

Motion agreed to.

The committee adjourned at 6:52 p.m.



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- From the Ministry of Colleges and Universities:  
Dunn, D. H. M., Director, Teacher Education Branch  
Wilson, B. A., Assistant Deputy Minister, University Affairs Division

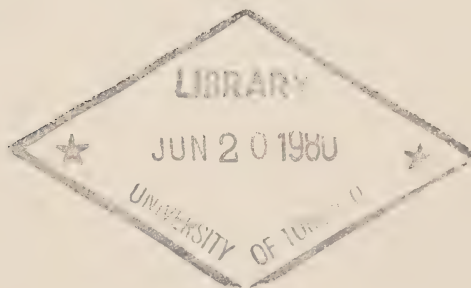


No. S-16

# Legislature of Ontario Debates

## Official Report (Hansard)

**Standing Committee on Social Development**  
Estimates, Ministry of Colleges and Universities



**Fourth Session, 31st Parliament**  
Monday, May 26, 1980

Speaker: Honourable John E. Stokes  
Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

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MONDAY, MAY 26, 1980

The committee met at 3:25 p.m. in committee room No. 1.

### ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

On vote 2802, college and adult education support program; item 2, provincial support for colleges of applied arts and technology.

**Mr. Chairman:** I bring the committee to order.

**Mr. McClellan:** I just had one area of concern that I wanted to pursue with the minister. I apologize in advance for not being as knowledgeable as I should be in dealing with it.

I had an opportunity about a week and a half ago to meet with some people at the Kenora Assembly of Resources, which is a voluntary organization providing services both within the native community in the Kenora area and also in a number of cross-cultural projects. We were just talking in a very general kind of way. One thing that was identified as a problem, and it is a concern I have raised in past years in these estimates, is access to the community college system by native kids.

The particular problem they were concerned about was the fact that the Canada Manpower Centre buys up spaces in the community colleges to make them available to Canada Manpower trainees. The perceived sense of that group—I said I had not done any homework; all I am able to do is relay to you the concern—was that Canada Manpower had bought up most of the spaces in Confederation College, and that their eligibility criteria was such that it precluded native kids from getting access to spaces within Confederation College.

**Hon. Miss Stephenson:** As a result of an agreement which was established just this past year in the tuition short courses, which are the courses that I think most, but not all, of the native people have been concerned about, 10 per cent of the spaces available will not be bought by Canada Manpower but will be left open so that applicants from other sources may find some place in those.

That is in all of the colleges in the tuition short programs.

**Mr. McClellan:** Is that already operating in the current program?

**Hon. Miss Stephenson:** Yes. It started in the 1979-80 year.

**Mr. McClellan:** It did?

**Hon. Miss Stephenson:** I hope that it is universal for 1979-80; it will be for 1980-81 for sure. That was a part of a matter which was raised last year with Canada Manpower and the colleges.

I think I should probably tell you that Mr. Axworthy is going to be in touch with me later this week because of the concern which has been expressed about the native people. We are hoping that his level of concern will translate in extra support for native people.

**Mr. McClellan:** We all hope that. It gets back to the question I just asked a few minutes ago in the House. If you wait on federal initiative, or even for the feds to respond to initiatives you are prepared to take, you would be waiting until hell freezes over.

The issues are not new issues. The issues I raised in the House date back to the 1960s. The question of access to community colleges, as well, is an old chestnut.

3:30 p.m.

There is a role for your ministry, and I am not quite sure what it is; I am merely groping around. It seems to me there is a role for your ministry in making sure, and taking some special initiatives to make sure, that spaces in the community college programs are made available to youngsters from the reserve communities.

If that means some special adaptations and initiatives in recruitment, special initiatives around makeup courses and special adaptations of admissions criteria, it seems to me that those efforts have to have very highest priority.

**Hon. Miss Stephenson:** One of the routes to solving some of the problems has been the support, through both ministries, of the native counsellor program, which is now becoming a good deal more popular among the

status people and some of the nonstatus as well. I think those people are really doing a pretty good job of helping young people on reserves to give serious consideration to community college programs and the ways we can assist them through our programs.

**Mr. McClellan:** This is something I need to pursue in order to get more information. I am simply raising a concern at this point.

The other matter that was raised was with respect to what happens to kids who are lucky enough to get in the Canada Manpower Centre spaces for the Confederation College Canada Manpower Centre training program, do their 10-month course and then are ready to do an apprenticeship. The problem that emerges then is an absence of journeymen.

**Hon. Miss Stephenson:** Native journeymen?

**Mr. McClellan:** Any journeyman.

**Hon. Miss Stephenson:** Yes.

**Mr. McClellan:** Particularly back in their own communities; unless you are saying that everybody has to go to Thunder Bay in order to do an apprenticeship and to apprentice to a journeyman.

Has any thought been given to a kind of an itinerant journeyman program? I am thinking of a kind of Peace Corps model in which people volunteer their services. I wonder if something could be arranged on this basis. Journeymen could be made available to some of the more isolated communities, in order to provide an apprenticeship opportunity for kids who may not be able to move out of their own community for a prolonged period of time with any degree of success.

**Hon. Miss Stephenson:** Northern College has addressed this problem fairly carefully, I think.

**Mr. McClellan:** Northern College is in Timmins.

**Hon. Miss Stephenson:** Yes; in Timmins-South Porcupine. It is functional as well through James Bay Education Centre in Moosonee.

This was one of the concerns which led them into the kind of program they have developed. This obviously could be translated across the north. The lack of journeymen in certain areas is a problem; there is no doubt about that.

We have looked at ways in which we thought the colleges might proceed in this direction. The issue has been raised. I guess we are really looking at Northern as the model right at the moment, to see whether that program will be effective.

**Mr. McClellan:** Does that kind of program initiative get resolved solely within the ministry? Or is this something that would be dealt with in cabinet committee?

**Hon. Miss Stephenson:** It is resolved, actually, in the apprenticeship branch, in conjunction with the community college.

**Mr. McClellan:** Perhaps they are now sufficient to suggest that you take a look at northwestern Ontario, too, to see whether the Northern College model has relevance.

**Hon. Miss Stephenson:** Yes.

**Mr. McClellan:** I mean, it really is a problem with such a huge population and relatively small industrial base around Kenora. In some respects it is probably more of a problem to find journeymen in northwestern Ontario than it is in northeastern Ontario, where there is a little bit more diversification.

**Hon. Miss Stephenson:** In some kinds of activities, yes.

The director of the apprenticeship branch is looking at the whole issue of appropriate ratios of journeymen to apprentices. One of the spinoffs of that examination is the fact that in certain areas there are simply no resident journeymen.

The proposal I have suggested is that itinerant journeymen might indeed be the appropriate way to try to deal with this.

**Mr. McClellan:** My overall concern is that Ontario really needs to develop a whole series of initiatives around providing special assistance to the native communities in this area, as in a number of other areas.

Manitoba, for a while, had what they called a "new careers program," which was attempting to combine recruitment of kids from native communities into the equivalent of community college programs, and then to assist them in a co-ordinated kind of way to move into a number of career opportunities. There was, in a sense, a job placement function attached to the overall concept.

In this way, you would move people into a training program, have counselling available to provide job placement, to search out job opportunities and, if necessary, to provide some additional funding in identified sectors—mostly, I think, in health and community service, although there is no reason that it has to be limited to that—in order to provide job opportunities, if the job opportunities were simply inadequate or nonexistent. I sense, though, there are opportunities we have not begun to explore, leaving aside the question of job creation.

One of the things we had an opportunity to talk about in the Kenora area was a new careers program which is basically run by a volunteer group with some funding from Culture and Recreation and some from the Department of Indian and Northern Affairs. It is the essence of simplicity. They are making a serious effort to locate employers who are willing to take people on a job-training program and give them a two-year, on-the-job learning experience with a commitment to employment on successful completion of the on-the-job learning experience. It has been enormously effective and successful.

**Hon. Miss Stephenson:** It is out of the same kind of philosophy that the community industrial training committees arose. The community brings together a whole range of people who can help to meet the needs of the community in terms of skill training, and then to find the appropriate ways in which to do this. There is a whole range of ways in which it can be done.

**Mr. McClellan:** Yes. But there is something we do not have in Ontario. You see, this in effect is a mini-manpower program. It operates with about eight trainees at a time.

I simply repeat, by way of my final comment, that there is a unique manpower role for the province of Ontario, as distinct from the federal manpower operation, to provide services and programs on a co-ordinated basis for groups in the population who are traditionally excluded from participation in the work force. There are any number of groups that you could identify that would fall into that category. Right now we are talking about native people and other minorities.

There needs to be a major government initiative, and it needs to be co-ordinated on an interministerial basis. At this point we have a number of very interesting ad hoc approaches. I hope that, before too much longer, something will be done. Perhaps the—

**Hon. Miss Stephenson:** The manpower commission.

3:40 p.m.

**Mr. McClellan:** Yes, perhaps the Ontario Manpower Commission is the vehicle by which to achieve that. I have my doubts because of the way it is structured, but I am willing to give it a wait-and-see. At least we are talking about the same kinds of things.

I hope we won't simply be involved in a series of interesting discussions; that structural changes in the organization of government programs will take place to make this

kind of co-ordinated manpower program a reality. At this point we are very far from that; all we can achieve is a little bit here and a little bit there on an ad hoc basis, which doesn't begin to address the enormity of the problem.

**Hon. Miss Stephenson:** At the community level, where the community industrial training program committees are really functioning, it will not be on an ad hoc basis at all. It will be related to the needs of the community to be served, which I think is important.

An interesting thing is happening right at the moment. We had some conversations, I think the latest was today, with the Agora Foundation, about the possible use of retired journeymen in providing that kind of training leadership. Agora is going to come forward with a refined proposal, which I think we should have fairly shortly.

**Mr. McClellan:** Canadian University Services Overseas, CUSO, has been able to make very effective use of retired specialists in a whole variety of—

**Hon. Miss Stephenson:** Besides CUSO, there are others as well.

**Mr. McClellan:** Sure. I just use that as an example so the model is there. There is obviously a great deal of willingness on the part of—

**Hon. Miss Stephenson:** And a whole pool of talent, too.

**Mr. McClellan:** Yes, that could be used.

We will simply keep an eye on it.

**Hon. Miss Stephenson:** The manpower commission's report is due relatively shortly. We are hopeful that with the co-operation of the ministries involved we will be able to have—as you have suggested, it is important—a co-ordinated approach to the manpower needs.

But there is more than simply the provincial need to be addressed, as you have suggested. In some areas there is a very specific local need which has to be addressed, and this may require a structure quite different from that which is used in other parts of the province.

**Mr. McClellan:** Absolutely. Of course, the other spanner in the works is the federal government. There is one little project that I talked about, the new careers program in the Kenora area, that has been thrown into a complete tailspin because of the foul-up on the part of Indian and Northern Affairs. It has lost the budget allocation for the project for the coming fiscal year; they spent the money on something else. To anybody who



knows anything about Indian and Northern Affairs, this is just a matter of routine.

The province, at some point, has to stop playing the game of letting Indian and Northern Affairs and the federal government foul up and sabotage by their incompetence initiatives that are under way.

**Hon. Miss Stephenson:** But there is a difficulty—

**Mr. McClellan:** I understand that. You don't have to tell me about the difficulty because I know about it.

**Hon. Miss Stephenson:** The status people, you know, really don't want the province in any way to jeopardize the relationship which exists between them and the federal government. It is a somewhat delicate manoeuvre from time to time to ensure that we don't do that.

**Mr. McClellan:** I understand that. But my guess is, going back again to the question of local adaptations, that if you were to sit down with representatives of Grand Council Treaty No. 3 and discuss ways of funding something like the new careers program and ways of funding things like on-reserve, foster-care residences, you wouldn't find objections.

These are things that you obviously have to discuss with the leadership from the reserve, from the status community. My guess, though, is that you wouldn't find objections in principle if the province were saying, "Well, yes, we would like to run a provincially integrated, co-ordinated, comprehensive manpower program that will be career oriented." I don't think you would get constitutional objections on those grounds.

**Hon. Miss Stephenson:** From the native people.

**Mr. McClellan:** There are a set number of issues that are important in terms of treaty obligations. My perception has always been that these are areas in which the province could move ahead if it had a commitment to move ahead, and if it was prepared to sit down with the leadership of the status communities to see how far ahead we can move. With respect, that has never been my perception of the way the province has operated.

The province in the past—certainly when I was in the field—was using the jurisdictional confusion as an excuse for inaction and was manufacturing difficulties where they didn't exist, or, if they did exist, they were surmountable. Difficulties will always exist because of the chronic incompetence of the federal government in this area.

The province has an obligation to push the federal government as hard as it can

and to make as many initiatives as it is possible to make, to see what kinds of things can be done by pushing and negotiating. I would like to see a little more aggressiveness on the part of the provincial government, not against the native communities, but against the kinds of roadblocks that seem to have existed for the last 20 years at the federal level, which have impeded progress on just about every front.

Thank you, Mr. Chairman.

**Mr. Sweeney:** Madam Minister, I understand that you set aside an additional \$5.3 million under the college support program for skilled trades, particularly. I have a copy of some correspondence from Niagara College, which indicates that they made a proposal to your ministry and were, unfortunately, turned down.

Having looked at that proposal, I think it did meet the needs of the community. It did meet the needs of the area which the college serves, and it certainly meets the needs of the particular kind of skill shortage.

**Hon. Miss Stephenson:** Which proposal was it?

**Mr. Sweeney:** The title of it is, Extension of Machine Shop Facilities, Niagara College of Applied Arts and Sciences, Welland, and it is dated February 1980, Jacquelin P. Robarts, president.

On page three of the copy I have of a letter addressed to you it says, "In recent discussions with the college affairs branch of your ministry, I was disappointed therefore to learn that despite the infusion of capital our proposal could not be considered, and thus our plan to answer local needs will go unanswered."

I appreciate that there is not a bottomless pit of money, but how are you going about making these kinds of decisions?

**Hon. Miss Stephenson:** At the present time, that proposal is being examined in the light of the needs of the area concerned.

The primary criterion is the development of programs for which there is an employment need within the area of the community college. That was the thrust of the program we established last year with the additional funds which were made available to colleges to increase enrolment for courses with high employment requirements in terms of the needs of the local community. That program is being continued.

We have to look at the requests from all the community colleges this year in order to allocate the available funds fairly, and in terms of the highest priorities as far as

employment requirements are concerned. That one has not been acceded to immediately, but it will be examined in the light of the other requests that come in.

**Mr. Sweeney:** I wonder why the president was prompted to write you a letter, dated April 21, saying, "our proposal could not be considered."

3:50 p.m.

**Hon. Miss Stephenson:** I am not sure that it could not be considered. It could not be acceded to immediately, but it was not a matter of not being considered.

**Mr. Sweeney:** That is not the thrust of the comment. That is primarily why I brought it to your attention.

You might remember that in last year's estimates I brought to your attention a survey done by Conestoga College of Applied Arts and Technology to meet a need. It just seemed to me that this was the same type of thing; they had surveyed their area, found out what the need was, and were prepared to put the program into place. Then they found out that they could not get the funding to do it.

I gather, from what you have just said, that this is still under consideration. If the need is there, and the programs to be offered will meet the needs, then some funding would be forthcoming. Is that correct?

**Hon. Miss Stephenson:** Yes. It might not be at the level requested by the college, which was relatively high. None the less, it is still being considered.

**Mr. Sweeney:** I believe my colleague has a comment on the same question.

**Mr. Haggerty:** I was a bit at a loss on the response from the ministry to the president of Niagara College's request for assistance in providing the technical equipment that is required in the training programs in the Niagara College system.

I don't know if the minister is aware of the recent study carried out in the regional municipality of Niagara, the Regional Niagara Economic Development Study: Final Report and Recommendations. It was prepared by the Woods Gordon people. The report definitely indicates the problems that exist, one of which is inadequate quantities of skilled labour. It is spelled out pretty clearly in the report. I am at a loss to see why your ministry would pull back funding.

The minister may recall that on May 1, 1979, I directed a question to you related to expenditures on manpower training. The federal government had provided funding of \$272 million to this province for retraining

and apprenticeship programs, \$108 million of which was to be spent in the year 1979.

Your response was that you were going to reply to my question, and you sent a note or letter over to me explaining where that money was being spent. I think my leader, Dr. Stuart Smith, also made an inquiry on May 10 or 11 about the apprenticeship and retraining program funding from the federal government.

That seems to be a large amount of money, yet I cannot see that where you have been spending this money is accounted for in your estimates. I am sure this money has been coming forward from the federal government for a number of years for retraining programs.

There is a shortage of skilled labour even within the aircraft industry. I am thinking particularly of Fleet Industries in the Niagara Peninsula, which is now geared up for the fabrication of aircraft components for the building of new aircraft for Canada's armed forces. De Havilland Aircraft of Canada Limited here in Toronto is building components as well.

I am amazed that you have not really given consideration to the request of Niagara College for funding for special equipment in relation to the machine shops and so on. They have an excellent program in connection with computerized machine shops, with programmers, et cetera. I suggest that they need some upgrading in equipment in order to assist in providing short-term retraining programs through Canada Manpower and through the Ministry of Education.

**Hon. Miss Stephenson:** The bulk of the money transferred from the federal government is used to purchase places in the community colleges for those training programs for upgrading skills, and for the in-school portion of apprenticeship programs.

**Mr. Haggerty:** But in many cases the programs for which applications have to be made through Manpower are not available in the Niagara region. In some cases they are sent to Mohawk College of Applied Arts and Technology and maybe to the colleges in London, Ontario, which means an additional cost for providing accommodations for those students.

Why can they not be taken care of at a local college where they can use public transportation and avoid additional cost? Many of them are trying to get by on a low income as it is. If they go to college and have to pay room and board too, that can be expensive.

**Hon. Miss Stephenson:** Surely we should first utilize effectively the spaces which are



available for use. If the requirement goes beyond that capacity, then we do have to look at the provision of additional places in the community colleges.

I think you are confusing that \$5.3 million, which is not specifically for that program, with the additional funds which were made available last year and will be made available again through these estimates to provide for additional places.

**Mr. Haggerty:** It is a large sum of money. It said there was \$272 million for apprenticeship programs.

**Hon. Miss Stephenson:** That is to purchase places in the community college program in many instances. Ninety-five million dollars of that amount is specifically for that purpose.

**Mr. Haggerty:** Then there is about \$150 million that is still not accounted for. Where would that be?

**Hon. Miss Stephenson:** Through the other programs which the ministry—I can give you an accounting of that.

**Mr. Haggerty:** Could you not provide us with that information? This is an important area. We should know what is taking place at the schools. We see the briefs and submissions from the colleges—and I am sure other members do—but we seem to be a little bit in the dark. We do not have a clear picture of just where this money is being spent.

I think the report I referred to suggests there could be an improvement in the training program, especially the apprenticeship programs that are so much needed in the province.

I picked up some information during the Ontario Hydro select committee in relation to the nuclear industry in Ontario. If you take the long view in relation to skilled trades in the province you will see that we are going to be running into difficulties. You will find that as the birth rate declines and affects school enrolment, while production increases in industries, there is a higher demand for skilled trades.

**Hon. Miss Stephenson:** Retraining is certainly—

**Mr. Haggerty:** That's right. But we are not into that program yet to an extent that would be of use to the industry.

The problem we have here also exists in Europe. You are not going to be able to rely on Germany, England and Sweden, and so on, as we have been able to do in the past. As soon as a major industry locates in Ontario, such as Ontario Hydro nuclear plants and heavy water plants, you are not going to be able to get on the phone and say, "Please

send us so many skilled tradesmen," because they are running into the same problem over there with the decline in the birth rate. They are going to need the skilled trades over there to survive in an industrial society.

**Hon. Miss Stephenson:** They are about two years behind us in the decline in the birth rate.

**Mr. Haggerty:** We are not geared up for it today. I suggest that you have not moved in this area.

**Hon. Miss Stephenson:** We are not geared up to the optimum level at this point, but we are certainly en route to it.

**Mr. Haggerty:** You should have been geared up to it 10 to 15 years ago. You should have been able to read the signs that were there. I am sure industry has brought it to your attention; they have brought to my attention and to the attention of other members the fact that there is a shortage of skilled trades.

**Hon. Miss Stephenson:** When? Ten years ago?

**Mr. Haggerty:** Yes, 10 years ago; when I first came here. If you look back into the legislative debates you will find that year after year I brought this to the attention of the ministry; I am sure other members have also done so. But you have not moved in that direction as yet.

**Mr. Laughren:** Right on, Ray. There is no doubt about it.

**Hon. Miss Stephenson:** That's not true. That is precisely the direction in which we are moving.

**Mr. Haggerty:** I suggest you go back and read the record. The member for Nickel Belt is right—there is no doubt about it. I have heard him discuss it in committee too. I suggest that it has been almost a complete failure.

Now the member for Nickel Belt has brought it to my attention, I can recall the members from the Sudbury basin begging the Ministry of Education and the Ministry of Labour to get into a retraining program in the mining sector alone, to bring on the skilled journeymen that are required in the mining operations.

Has it ever been established at Laurentian University in Sudbury?

**Mr. Laughren:** No.

**Mr. Haggerty:** The member says no.

**Hon. Miss Stephenson:** Because it is not at Laurentian University, for goodness' sake.



**Mr. Haggerty:** That is what they suggested—a course up there at Laurentian University.

**Hon. Miss Stephenson:** But it certainly was in the community college in Sudbury. 4 p.m.

**Mr. Haggerty:** But it was suggested for that area; whether as an offshoot of the university or through a college I don't know, but I remember it. It's been well put to you by other members here in the past and I feel in this area it is almost a complete failure—it has been, in a sense, when you have to fly a man from Europe—

**Hon. Miss Stephenson:** But we don't. At present there are 10,000 trainees in modular programs for hardrock mining in the province.

**Mr. Haggerty:** The chairman is familiar with the area up around Douglas Point. I know a person up there who was hired by Hydro and all he did for almost a year was drive a van down here to pick up skilled tradesmen from an aircraft landing at Malton airport to rush them up to the nuclear plant and the heavy water plants here in Ontario. When you look at the number of persons unemployed in Ontario, I suggest your programs have been a complete failure.

**Hon. Miss Stephenson:** I think you're wrong.

**Mr. Haggerty:** The evidence is there that you failed when you have to go offshore. Sure, that's an indication.

**Hon. Miss Stephenson:** It has not been possible to go offshore, as you know, with any degree of—

**Mr. Haggerty:** Hydro has managed to do it, and I don't have to tell you about the industry around Sarnia when they were at the peak of construction in the chemical plants there. They would go offshore; they brought in people from the United States.

**Hon. Miss Stephenson:** For construction.

**Mr. Haggerty:** For journeymen and skilled tradesmen.

**Hon. Miss Stephenson:** But that relates to the contracts established—

**Mr. Haggerty:** No, it doesn't.

**Hon. Miss Stephenson:** Yes, the construction—

**Mr. Haggerty:** It relates to the tradesmen who have not been here in Ontario.

**Hon. Miss Stephenson:** That is not true, there has been a sharing of—

**Mr. Haggerty:** It has not been included in the school system.

**Hon. Miss Stephenson:** Come on now, that's not true at all. We brought them in from Quebec, from across Canada and from the United States, based upon the contractual arrangement that was developed between certain skills in the construction industry.

**Mr. Haggerty:** This is a submission to the government of Ontario, 1980. I'm sure the minister has read it, from the Ontario Legislative Committee, Canadian Railway Labour Association, on page eight: "Education is the foundation of modern industrial society and we have now a crisis on our hands by the inability to meet the demands of industry for skilled tradesmen. This shortage is most acute in southwestern Ontario where 50 per cent of the Canadian manufacturing is concentrated. Skilled trades shortage is aggravated by the lack of co-ordination in Canadian apprenticeship programs."

I shouldn't have to repeat that. It puts it right in a nutshell. Your programs have failed.

**Hon. Miss Stephenson:** That may be your perception, that the programs have failed. The programs are in the process of real re-development at this time and, with the co-ordination with the manpower commissioner, I believe will meet the requirements of the young people. This is obviously one of the reasons we are doing the secondary school education review project as well, to see if there is a better way in which to integrate it.

**Mr. Haggerty:** This is the same story we get year after year. Every time we get a new minister he repeats the same thing. I'll get into the apprenticeship program later on, but I think the brief from Niagara College has put it quite fairly to the ministry here, that to supply the needs of the apprenticeship requirements in the Niagara region you are going to have to tool up the schools with technical equipment and update some of the equipment. If I had to go back into the machine shop again today I suppose I would have to go back to school. Production procedure is quite different now from what it was 15 or 20 years ago.

**Hon. Miss Stephenson:** That is why the modular program is so important.

**Mr. Haggerty:** It has taken a long time to get into that though, hasn't it? You travel with the speed of a snail.

**Hon. Miss Stephenson:** I have to remind you there was some resistance to modular training programs on the part of certain of the trade unions for a period of time. They now seem to be more accepting and are in

actual fact involved in the design of some of them.

Mr. Haggerty: I do have a number of items related to the apprenticeship program, but I would ask the minister to take a second look at the brief from Niagara College.

Hon. Miss Stephenson: I just told you it has not been rejected, it is still under consideration.

Mr. Haggerty: That's not what the letter indicates. It has been totally rejected.

Hon. Miss Stephenson: No.

Mr. Chairman: The apprenticeship is the fourth item, Mr. Haggerty, so if you have anything further on that matter, it can be raised at that time.

4:10 p.m.

Mr. Sweeney: Mr. Chairman, still under this item 2, I have two more questions.

The first one to the minister: There is a program at Conestoga College, and I suspect at others, called Basic Job Readiness. The one at Conestoga is somewhat unusual in that it deals with a considerable number of adult illiterates and the minister will recall that is an issue we have spent a considerable amount of time on.

The problem, however, is that we understand this program, being funded by federal Manpower, will be discontinued as of March 31, 1981. Apparently the prime reason is that the federal government thinks the program is much more an educational program as opposed to a training program and therefore feels it would be more appropriate for the provincial government to take over that aspect of it.

The difficulty, as it was explained to me—by a good friend of the minister, by the way, Mrs. Lynn Woolsencroft, who is chairman of the board of education, and also teaches one of these classes—as Mrs. Woolsencroft put it to me and I checked with a number—

Hon. Miss Stephenson: I know her father-in-law better.

Mr. Sweeney: Anyway, I knew that you knew the family. As it was put to me by her and by several other people involved in the program, including people at the federal level, the present program takes anywhere from about 10 to 12 months to be effective and apparently its rate of effectiveness is about 90 per cent. I have been told it is one of the best in the province.

The provincial programs, I have been led to understand, will run from 12 to 16 weeks and apparently this is not sufficient time to do the job that needs to be done. Most of the

students who have gone through this program have come in with an achievement rate of literally zero and have been moved up in that period of 10 to 12 months to a reading, writing, mathematics level of about grade six, which enables them to apply for and successfully hold quite a number of jobs.

As a matter of fact, what prompted all this was a letter received in the office of my federal colleague and passed on to me from a young man who had gone into that program a year ago and who had upgraded himself sufficiently, literally from zero, to now be enrolled in an auto mechanics apprenticeship program which would otherwise have been absolutely impossible. You may have received a copy of the letter, I don't know. It was quite revealing to me.

My concern obviously is, given our considerable discussion about adult illiterates, given the fact that there is a program that appears to work, and given the fact that it seems as if it is going to be scuttled, what are the ministry's intentions with respect to this and other similar programs, if any others like this exist?

Hon. Miss Stephenson: This is a specific program which we have recognized the need for and it is an integral part of our examination of the whole area of continuing or adult education. A proposal, a paper, has been developed which is at present before the assistant deputy minister, colleges and universities. Because of our concern for it, it will undoubtedly be a part of the proposal which we bring forward related to this whole area. We are aware the feds have decided they are going to remove themselves from it and, having been aware of that and knowing we were looking at adult and continuing education anyway, this became an integral part of our examination.

The proposal is not finalized at this point, but we are aware of the concern that has been expressed and the need for this kind of adult upgrading in order to fit adults for retraining programs which will be of benefit to them and to the economic base of the province as well.

Mr. Sweeney: Would the minister at this point have any idea as to whether or not the ministry will accept the premise—experience I guess would be a better word—of this program that you do need almost a year to be successful with these adult illiterates rather than the 12 to 16 week programs that have been used in other places?

I realize I am repeating myself, but I have to come back to it because the impression I have been given is that it is just



not worthwhile proceeding with the program unless you are going to have them there enough time.

**Hon. Miss Stephenson:** We would have to look at the results of the various kinds of programs that have been provided. This has been a significant program and the results have been quite spectacular. In looking at whatever proposals we will produce, we must base them on the quality of the experience which has accrued.

**Mr. Sweeney:** Okay, we will be coming back to that one again. I'm impressed by it, quite frankly.

The second question in this area has to do with the emergence of any co-op programs with the colleges, in the technology areas in particular. I understand in the general areas of electronics and computers and things like that, the need for technologists, as well as engineers and specialists from the university level, is fairly high. The problem is—

**Hon. Miss Stephenson:** It is greater than the need for engineers at this point, because we reverse the usual pattern in that we produce more engineers, have traditionally produced more engineers than we have the technologists to support the engineers. We have to reverse that. That is one of the rationales for a number of the thrusts that have been made in this area specifically.

**Mr. Sweeney:** But the problem that has been brought to my attention is when these young people come immediately out of those programs they do not have any practical hands-on experience. Since the need is so immediate, employers are reluctant to take them and take the time to train them. They are wondering out loud why in this area there could not be a similar program to the co-op program at the University of Waterloo.

**Hon. Miss Stephenson:** Or why, for example, the problem at Niagara could not be solved through co-operative educational programs with the community colleges.

**Mr. Sweeney:** Fine. I am a very great proponent of co-op coming from the Waterloo area. It has been proven.

**Hon. Miss Stephenson:** Yes. Ten colleges at present are involved in 59 co-operative educational programs with a total enrolment of almost 4,000. These are concentrated in Fanshawe, Mohawk, Georgian, some in Niagara—three at Niagara—St. Clair, Seneca, Algonquin, Confederation, Humber and Lambton. Certainly this is one of the areas that really needs to be explored by the community college system in ensuring there is some capacity on the part of the new graduates to

move reasonably effectively into the work area for which they have been trained. Co-operative education would seem to be a very important route. But they have been encouraged to move in this direction and a number of colleges have done it aggressively.

For example, Fanshawe has 28 co-operative programs—28 of the 59 are at Fanshawe—12 are at Mohawk.

**Mr. Sweeney:** Is the minister aware whether or not—

**Hon. Miss Stephenson:** We do not have a Conestoga co-operative program on here.

**Mr. Sweeney:** I would be very surprised if there weren't any—

**Hon. Miss Stephenson:** Well, there isn't.

**Interjection:** You have one under employer-sponsored training.

**Hon. Miss Stephenson:** Oh, then that is it. There is one under employer-sponsored training but not in the post-secondary program.

**Mr. Sweeney:** I will have a talk with Ken on that.

**Hon. Miss Stephenson:** Yes, okay. Fine.

**Mr. Sweeney:** Are you aware of whether or not the areas I described are part of that—the computer and the electronics technicians?

**Hon. Miss Stephenson:** Biomedical electronics; civil engineering technology; construction technology; manufacturing engineering technology; mechanical engineering technology and mobile equipment; engineering design; manufacturing engineering technician; metallurgical engineering technician; business information systems; electrical engineering technician.

**Mr. Sweeney:** Where is that business information system course? Is that at Fanshawe?

**Interjection:**

**Hon. Miss Stephenson:** Thank you. Yes, Fanshawe has really been aggressive in moving in this direction, which is important in this day and age when there are limits on the amount of funding available and the equipment is out there in the work places and could be used effectively.

**Mr. Sweeney:** I wonder if any of your officials could advise me as to whether or not there is employer reluctance to take these co-op students in while they are in the co-op program?

**Hon. Miss Stephenson:** In those areas in which it has been explored, to my knowledge there is no reluctance, but my concern is whether there is enough exploration by the advisory committee at the colleges of the possible utilization of co-operative programs.



**Mr. Sweeney:** Okay. Just one more question then, under the colleges program.

**Hon. Miss Stephenson:** One of the points Mr. Adams has just raised is that there is a saturation point which is reached in some industries specifically, and in some areas, depending upon the size of the industry that is available. This means obviously that in order to increase the programs for certain kinds of training, we may have to expect more mobility on the part of students in their attendance at colleges outside the area in which they live.

**Mr. Sweeney:** That is generally true of co-op programs.

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** The Waterloo people go overseas, so it is taken for granted.

I have a number of questions under manpower and apprenticeship, Mr. Chairman.

**Mr. Laughren:** I wanted to ask the minister—and having been previously the Minister of Labour it is appropriate that she is here to talk about this issue. It has to do with the role of the colleges in occupational health.

I believe something called the occupational health and safety resource centres have been established. I am not talking about the Canadian Centre for Occupational Health and Safety, which is—

**Hon. Miss Stephenson:** No, that is right—at the community college level.

**Mr. Laughren:** I'm talking about the community college level.

**Hon. Miss Stephenson:** We started off with three.

**Mr. Laughren:** Are you talking about Queen's?

**Hon. Miss Stephenson:** Yes.

How many are there all together now? We began with three and I am not sure whether the ministry—that is what we had when I left the Ministry of Labour.

**Mr. Laughren:** Just one moment now. There is some confusion here. There is the Canadian Centre for Occupational Health and Safety.

**Hon. Miss Stephenson:** That is an entirely different cat.

**Mr. Laughren:** It was my understanding that was federally funded.

**Hon. Miss Stephenson:** Yes.

**Mr. Laughren:** Am I right?

**Hon. Miss Stephenson:** No, no, no, that is the Canadian Centre for Occupational Health and Safety, which is the Hamilton-based Gordon Atherley—

**Mr. Laughren:** Yes, that is the one.

**Hon. Miss Stephenson:** Yes, right. That is not a training centre as you know.

**Mr. Laughren:** No.

**Hon. Miss Stephenson:** Nor will it ever be.

**Mr. Laughren:** Is there any provincial funding in there?

**Hon. Miss Stephenson:** To my knowledge, no.

**Mr. Laughren:** None through this ministry anyway.

**Hon. Miss Stephenson:** No.

**Mr. Laughren:** But the other one, the occupational health and safety resource centres—

**Hon. Miss Stephenson:** Yes. There is provincial funding through the occupational health and safety division of the Ministry of Labour.

**Mr. Laughren:** Yes, and right now those are at Queen's, Lakehead and Hamilton?

**Hon. Miss Stephenson:** Toronto. There was supposed to be a Toronto-McMaster.

**Mr. Laughren:** Okay. Toronto, Queen's and the Lakehead.

**Hon. Miss Stephenson:** Yes.

**Mr. Laughren:** I believe the whole question—and that by the way is more of a library kind of approach, isn't it, to do some research and—

**Hon. Miss Stephenson:** No, not necessarily research. It was to provide a focus for the development of programs for training, both at the professional level and at the nonprofessional level. But the focus was to be there.

There is discussion going on right now about the appropriate placement of training for occupational health and safety for the workers in various industries. There are a number of community colleges which have expressed an interest in developing programs. That is a matter under discussion at this point.

**Mr. Laughren:** That is why I raised it in this vote, under the colleges.

**Hon. Miss Stephenson:** Okay.

**Mr. Laughren:** Because I am worried. For example, I really find it strange that Queen's was given responsibility for northeastern Ontario including, presumably, research into training possibilities and so forth for mining. With Laurentian sitting right there in the middle of the greatest mining laboratory in the world, that should be changed. Lauren-

tian should be given perhaps a narrower mandate.

**Hon. Miss Stephenson:** You will have to talk to occupational health and occupational safety in Labour about that.

**Mr. Laughren:** I have.

**Hon. Miss Stephenson:** Okay.

**Mr. Laughren:** Actually they are not much opposed to doing it. They appear to be open-minded about it, which is encouraging. But what is bothering me is that at this time we have the community colleges situated strategically throughout the province which would be ideal to break down the resource centres into a two-tiered thing—not with one above the other—

**Hon. Miss Stephenson:** Parallel.

4:20 p.m.

**Mr. Laughren:** Parallel structures, so the colleges are working with the universities. I think that is an enormous opportunity for the colleges.

Secondly, right now there seems to be a line drawn between those centres for occupational health and safety. The Gordon Atherley empire—I don't mean that in a pejorative way; the ones Gordon Atherley is working with—is trying to get established across the province, and on the other side of the line the occupational health and safety resource centres in which there is some provincial funding. Right?

What I am suggesting is there needs to be a greater effort put forth by the ministry to make sure there is co-ordination between the colleges and universities. As you know, I think, there can sometimes be differences in opinion between those who run the colleges and those who run the universities as to—

**Hon. Miss Stephenson:** How can you say a thing like that?

**Mr. Laughren:** I thought long and hard before I dared say anything so provocative. There needs to be more co-ordination between the institutions.

For example, at Cambrian some attempt is being made to establish Cambrian as one of the centres for occupational health and safety which would be more of an information place at the college, whereby if I wanted to know something about occupational health I would not have to raise it in the Legislature. I hate doing that. I would be able to—

**Hon. Miss Stephenson:** I don't believe that one either.

**Mr. Laughren:** I would be able to go into Cambrian College and ask at their computer

terminal to be given information in standards of asbestos exposure.

**Hon. Miss Stephenson:** But I hope the programs which I believe will have to be developed at certain of the community colleges would have a role greater than simply information centres, and would have a role in training, for example, probably in the modular fashion, those who will have responsibilities as occupational health and safety representatives.

**Mr. Laughren:** But they are already doing that.

**Hon. Miss Stephenson:** Yes, a broadening of that, which I believe is necessary.

**Mr. Laughren:** Yes. I am wondering what the ministry is doing to try to bridge the gap that is there. I can only look at Cambrian/Laurentian as the example, and I am sure the minister and these people in the ministry have other examples of whether there should be gaps bridged between the college and the university in the various communities to work out something.

**Hon. Miss Stephenson:** That is happening in some instances right now. There is an optimistic light at the end of that tunnel at the moment.

**Mr. Laughren:** I hope it is resolved, because I think it is a problem now. The other thing I'll close off with—

**Hon. Miss Stephenson:** Might I say one of the concerns I have is that I really do not believe the community college system should ever be considered, and I hope it will not ever be considered to be a stepping stone to the university.

That may be a role which will, in some limited instances, eventually evolve, but the community college programs should be as reasonably as possible an end in themselves. That is, they provide the kind of training which will ensure that a young person or one who is taking advantage of that training is effectively and well employed in a specific role in whatever area of endeavour he decides to go into.

If they wish to become engineers after having completed a community college program, then I think there needs to be some consideration on the part of the university of the credits that have been achieved. But I am talking about the kind of co-operation which ensures that there is conversation on a continuing basis between the members of the faculty at the universities with responsibilities in a certain area and the members of faculty or staff at the community college, to ensure that they are getting the right in-

formation to their students, and that what they are doing is moving in parallel.

**Mr. Laughren:** I agree with you. I want to avoid the suggestion that—What you are saying is right. The colleges are institutes in themselves.

**Hon. Miss Stephenson:** Yes.

**Mr. Laughren:** But the danger in articulating that so precisely and so firmly is that then it carries over into areas where the lines should be blurred between the college and the university, such as the occupational health program. There should be a blurring of lines.

**Hon. Miss Stephenson:** I do not think the lines have to be blurred. I think they have to work co-operatively to develop the appropriate parallels.

**Mr. Laughren:** Yes, and work together on it, but that's tough to do.

**Hon. Miss Stephenson:** It has been tough to do, but there are some specific instances this year in which they are beginning to do just that.

**Mr. Laughren:** I would make one plea. It follows from what Ray Haggerty said a few minutes ago.

It bothers me that there is always a possibility of the pendulum swinging too far in one direction because of public reaction. I look at the whole problem of skilled tradespeople and apprenticeship programs, and so forth. Nobody should deny there has been an inadequate system in the province. In reaction to that, there is a danger of swinging to the point where we end up in Ontario with an enormous number of people who are technicians and who are discouraged from going into such programs as the arts, which I think is an honourable route for someone to take in the educational grid.

We had a ridiculous situation in Sudbury not long ago where the university was talking about disbanding the philosophy department. Can you imagine a university without a philosophy department? I don't know what it's all about, but how one could possibly close a university's philosophy department is beyond me.

There is a danger of the pendulum swinging too far and of our forgetting about the broader aspects of education so that, when we argue like this and make these points, people will jump on us and say, "You are not interested in the apprenticeship skills program." I worry there could be an overreaction as the pendulum swings back too far the other way. I hope the minister sometimes thinks of that.

**Hon. Miss Stephenson:** There are three parts to the post-secondary educational equation. One part is the university, which has a primary responsibility in the advancement of human knowledge in the whole area of the arts and sciences, as well as the professional courses which have become major appendages to most of the institutions. Another part is the community college system which provides educational training programs in technological areas for business and industry throughout the province, and for certain professional or semi-professional activities related to specific areas, for example, for which government has responsibility. Then there is the skilled trades program.

These are three important parts of post-secondary educational activity and one of these should not be moving forward to the disadvantage of either of the others. I think we have to put an emphasis right now on the skill training program, which means there has to be an emphasis at the community college level and at the apprenticeship or manpower training level to ensure that the imbalance which has occurred somewhat traditionally in the past is redressed appropriately, but not overredressed.

**Mr. Laughren:** Is the colleges branch working with the tripartite committee of labour, management and government on mining as a trade?

**Hon. Miss Stephenson:** Yes, we are the government part.

**Mr. Laughren:** What is happening there at this point, because presumably there will be involvement with community colleges?

**Hon. Miss Stephenson:** Yes. The development of modular programs for training upgrading has been really dramatic and successful in terms of the numbers involved and the numbers of programs being provided. Most of them are in the area with which you are familiar.

**Mr. Laughren:** I meant in terms of people getting tickets saying they have completed and are now tradesmen.

**Hon. Miss Stephenson:** If you are talking about journeymen specifically—

**Mr. Laughren:** Like the Manitoba program.

**Hon. Miss Stephenson:** It's an upgrading.

**Mr. Gordge:** The Manitoba program is an apprenticeship program.

**Hon. Miss Stephenson:** Yes, this is not.

**Mr. Gordge:** This is a modular training program. The Manitoba training program, as I understand it, as of last week has been



terminated, or is to be terminated, because it has been a miserable failure.

**Mr. Laughren:** Why?

4:30 p.m.

**Mr. Gordge:** It tended to produce stope bosses and not hardrock miners. The crying need in the industry is for hardrock miners. We have taken a totally different approach.

In 1975, based on recommendations from the west coast conference of the United Steelworkers of America, we started to explore the concept of designating the hardrock miner as a tradesman. That led to all sorts of implications—wage administration, classification systems and various other things. Concurrently, the Ontario Mining Association was concerned that we develop a training program that was compatible with the work force as it is presently organized.

We got them together in 1977 and we have met with them since that time. That concept of the tradesman has now been abandoned because of all the problems it would cause in the industry.

We have the modular training program and, as the minister said, we have about 10,000 people currently enrolled, 1,200 in one mine, and on conclusion they will be issued a certificate indicating they are qualified hardrock miners, but it will make no reference to trades.

One problem we are going to continue to have in this area, we think, is a tremendous lack of discipline in the use of terminology as it surrounds tradespeople, semi-skilled people, classifications and trades.

We are very pleased with the way that program is run.

**Mr. Laughren:** How long is the program?

**Mr. Gordge:** It's an open-ended program; a modular program.

**Mr. Laughren:** Is it divided into construction mining and production mining?

**Mr. Gordge:** The structure of the program is that it would provide a common core of training, usable in working in any one of the mining operations. From there, there are a number of specialist units or elective blocks they might take, depending on their particular area of employment. They can accumulate these and have accreditation for them as they go on with their careers.

**Mr. Laughren:** What about people who work in small mines in more remote areas of the province?

**Mr. Gordge:** This covers all the mines as I understand it—at least it would cover all the mines represented by the OMA.

**Mr. Laughren:** Who enrolls in it? Does one have to enroll in it?

**Mr. Gordge:** Yes, the companies enroll in it. There are safety requirements that were introduced by Bill 70, so we have—

**Mr. Laughren:** So that's what you're talking about.

**Hon. Miss Stephenson:** It's not just occupational health and safety.

**Mr. Laughren:** You are talking about the committees under Bill 70.

**Mr. Gordge:** No, I am talking about one single mining tripartite committee that has developed this program but, coincidentally, the Occupational Health and Safety Act requires training, so there is an element of coercion to training in the mines and the mines have no choice but to enroll them in it.

**Mr. Laughren:** My understanding is the training is inadequate and that there needs to be a much more sophisticated approach to mining. Until it becomes a trade, there will continue to be too high a number of mining accidents and deaths. No one would attribute the deaths to any one thing—I'm not saying that—but certainly that has to be a factor.

**Mr. Gordge:** I am not in a position to evaluate the effectiveness of the training other than by proxy. As far as we are concerned the two major unions that designed this program, the United Steelworkers of America and the Mine, Mill and Smelter Workers' Union, the OMA and all of its affiliates are very happy with it. Until we get some reaction from that area suggesting the evaluation we assume is valid—

**Mr. Laughren:** But isn't it true that the unions would like to see mining as a skilled trade?

**Mr. Gordge:** No.

**Mr. Laughren:** They don't.

**Mr. Gordge:** No. They used to but not anymore. They withdrew that request half way through the work of the tripartite committee.

**Mr. Laughren:** There has been too high a number of mining deaths this year. There is always a high number of mine deaths in the Sudbury area. One problem is the whole question of bonus mining, people going in too soon after a blast, people cutting corners and things like that. At some point the government is going to have to sit down with the companies and the unions and really work that out.

**Hon. Miss Stephenson:** That was an item which was looked at very carefully by the tripartite committee, as I recall. I remember

that in late 1975 or early 1976 there seemed to be a request by the unions that we proceed through to a journeyman sort of stage, but that disappeared with the final Barrett proposal.

**Mr. Gordge:** It hasn't disappeared, Madam Minister. It has changed shape in that the journeyman's designation, the tradesman's designation, will not apply but they will be issued with a certificate of qualification—

**Hon. Miss Stephenson:** Competency, yes.

**Mr. Gordge:** —indicating that they have successfully reached the end of the program, and have ostensibly the status of journeymen, but the tradesman term is not used because it does become entangled in these various issues.

**Hon. Miss Stephenson:** Yes.

**Mr. Gordge:** They have put too much thought and too much effort into that program for me, as a layman standing outside the advisory committee, to tell them they are doing the wrong thing. It means all the industrial labour, all the industrial managers, and the mining people from the Ministry of Labour are heavily committed to that program.

**Mr. Cooke:** I have one other thing on the college vote. It might have been raised when I was absent. I apologize for being absent but I was meeting with students and I am sure the minister would want members of the Legislature to be exposed to students as much as possible.

**Hon. Miss Stephenson:** Yes, indeed.

**Mr. Cooke:** Has there been any discussion about students in boards of governors at colleges?

**Hon. Miss Stephenson:** No.

**Mr. Cooke:** I wondered because last year when we discussed that briefly in estimates, you stated you would be reconsidering that.

**Hon. Miss Stephenson:** Yes.

**Mr. Cooke:** I believe the council of regents has been doing a study on it.

**Hon. Miss Stephenson:** On governance totally of the colleges, and that is a matter which is being addressed through that governance study, which the council of regents is considering at this point and on which it will be making recommendations to me later this year. It will be coming in the fall.

**Mr. Cooke:** It comes to you in the fall. Last year you were tending to favour the idea of students on boards of governors.

**Hon. Miss Stephenson:** I said I would be willing to consider it.

**Mr. Cooke:** If this report comes forward in the fall, and if it is a positive recommendation from the council of regents, will the cabinet then be re-examining it as well at some point?

**Hon. Miss Stephenson:** Certainly the cabinet will be re-examining it.

Item 2 agreed to.

**Mr. Chairman:** I should remind the committee that we have slightly less than 30 minutes for the four remaining items under this vote.

On item 3, manpower training:

**Hon. Miss Stephenson:** A question was raised at the last meeting of this committee regarding the employment rate of French-speaking as opposed to English-speaking graduates in the community colleges. I think we should probably be saying that the comparison is made between those graduates who are in jobs directly related to the educational program which they have had, rather than unemployed, because most of them are not unemployed.

Because the number of French-speaking graduates available for work is so much smaller than the number of English speaking graduates available for work in absolute numbers—340 French-speaking and 14,540 English-speaking—the effect of a few French-speaking graduates not being placed in jobs directly related to their field of training obviously has a much greater bearing on the percentage. For example, if 24 more students had been placed, the French-speaking graduate placement rate would have been 88 per cent compared to the English-speaking rate of 89 per cent.

At present we are having a real thrust to enrol and encourage Franco-Ontarian students in more job-oriented programs rather than continuing the trend towards applied arts, which traditionally has a low placement rate in either language.

**Mr. Cooke:** That was really expected of a community college level. What you are basically saying is that the reason for the lower employment rate is the types of courses—

**Hon. Miss Stephenson:** The courses they take which are not specifically job related.

**Mr. Sweeney:** R. D. Pollock, the chairman of the Ontario Manpower Commission, has indicated that over the next five years approximately 40,000 skilled tradespeople will be retiring but in that period we will be training about 5,000 to take their places. That was one point.

4:40 p.m.

**Hon. Miss Stephenson:** That is the rate at which training was taking place at the time the survey began.

**Mr. Sweeney:** Apparently this observation was made in March 1980. I can't imagine that the chairman of the Ontario Manpower Commission doesn't have some sense as to what the numerical identity of the problem is.

**Hon. Miss Stephenson:** I am not sure that what he was defining was lack of enthusiasm for proceeding in the direction of skilled training. There are a whole range of factors involved in that observation.

**Mr. Sweeney:** My question leads from that. We brought this up before. In 1979 I think the figure was close to a thousand—you might correct me if I am wrong—but there were about four or five times when the industry minister gave his approval to the immigration branch to let skilled tradespeople come into Ontario. I think I went over about five or six different times and that approval was given. It approached about a thousand. It was 250 at one time and 300 at another time and 175—

**Hon. Miss Stephenson:** The 250 I know was scaled down to 98.

**Mr. Sweeney:** Let's say we are approaching a significant number of people as late as 1979. I am not talking of five or 10 years ago. I am talking of last year. We are still bringing people in and the irony—we brought this up before and in my judgement it is still there—is we are bringing them from the very jurisdictions where companies are mandated to be involved in the training program.

I use Mr. Pollock's figure to start with, to point out that if we keep going at it the way we are now, then I strongly suspect his prediction will come true. We are going to have a tremendous shortfall unless we move into some form of mandating industry—or if not mandating, then some other word that means almost the same thing—to blooming well get involved.

**Hon. Miss Stephenson:** Do you want me deliver that message to Mr. Pollock?

**Mr. Sweeney:** I guess what I am asking is, as a member of cabinet and of the government of the province, are you heading in that direction? Are you going to continue to sit back and say, "Be good little boys"?

**Hon. Miss Stephenson:** I doubt that's going to happen. One has to realize that Mr. Pollock's statement relates to a total number of skilled tradesmen who will have retired and the rate at which we are producing.

There will be a shortfall at the rate at which he was concerned at the beginning of his survey.

If we produce only 5,000 a year there obviously is going to be a shortfall, but it's not going to be a shortfall of 35,000 as you are suggesting. It will be significantly less than that. My concern is that we have to increase the rate and the means of increasing the rate of production—that's a terrible word to use—of skilled tradesmen. That is the thing I am most concerned about and is the matter which the manpower commission will be addressing in its report to cabinet. It is possible that some of the suggestions that—

**Mr. Sweeney:** Are your officials aware that, at the same time we have a shortage being trained here, we are also beginning to experience an exodus of skilled workers to other parts of Canada, particularly to the west?

**Hon. Miss Stephenson:** We have always had some exodus.

**Mr. Sweeney:** Yes, but I think it has intensified.

**Hon. Miss Stephenson:** In certain areas, yes.

**Mr. Sweeney:** It is my understanding that Alberta, in particular, is drawing them like flies.

**Mr. Cooke:** It has also intensified in the types of people who are trained in the Windsor area, because Al Dumouchelle and the others who work in the Windsor office were telling me they thought that was one area where Windsor would become self-sufficient. However, they are worried that more and more are leaving from the Windsor area out west where there is a different type of job market that is more attractive for various reasons.

It is a serious problem, not just in the trades that you mentioned.

**Mr. Sweeney:** What I am trying to point out is that we have three or four different problems all coming together about the same time. It would appear that the procedures that you, the Ministry of Labour and the Ministry of Industry and Tourism are putting into place may not work unless there is some kind of mandatory industrial involvement.

Let me go one step further with something that was brought up back in, I think, June 1978. The particular reference I am making now is to the Precision tool and die company, right here in Toronto. They had finished training nine tool and die makers. They only have one left. The other eight were lured away, to use the expression.



Obviously, if everybody does not have to do it, then we are at the very problem that was predicted in June 1978—that the raiding goes on. Somewhere along the line there has to be mandatory industrial involvement.

**Hon. Miss Stephenson:** I told you I have looked at that with some sympathy in the past.

The report which I believe was presented at a conference last week would indicate that some of the concerns, particularly of some of the smaller companies, are not borne out as a result of experience in skill training. When a company becomes involved in skill training, it really does not cost them more money for production. In terms of costs they gain from it in the long run.

**Mr. Sweeney:** You have a study that would really contradict that, one that your people brought in about a year ago; the Coopers and Lybrand study.

**Hon. Miss Stephenson:** I am aware of that, but there has been the Harvey study carried out this year by the Ontario Institute for Studies in Education. In some small companies these fears still remain paramount and, as a result, they become reluctant to involve themselves in skill training programs. In actual fact the experience of those who have been involved—which is a minority, there is no doubt about that—would not bear out the concerns which have been expressed as reasons why companies should not become involved in skill training.

The Coopers and Lybrand attitudes examination certainly expressed the fear that raiding was one thing that would happen and that it would cost extra money. All sorts of small impediments appeared.

However, I am aware that Mr. Pollock is concerned about this and has been examining it carefully. I am also aware that the group which has been looking at all these things is acutely aware of the potential problem. If we can proceed with the gains which we seem to have made, even as a result of the introduction of the linkage program last September, we should be able to close that gap pretty well within three years' time.

**Mr. Sweeney:** Three years.

**Hon. Miss Stephenson:** We have to have the co-operation of industry. We certainly have to have the co-operation of the educational system. There's no doubt about that. We have to have the same maintained enthusiasm which appears to be out there right now on the part of young people.

**Mr. Sweeney:** The impression I am clearly getting is that some of the training programs

are turning away young people. There are more applying than there is space for.

**Hon. Miss Stephenson:** Apprenticeships?

**Mr. Sweeney:** Manpower, skilled trades, whether they are apprenticeships or non-apprenticeship, but still skilled trades.

**Hon. Miss Stephenson:** Employer-sponsored training is growing for one thing, which is good. The linkage program is certainly growing, particularly in the area of machine tool activity.

**Mr. Sweeney:** I gather what you are saying is that at least for the next year or so you are going to continue to go with the encouragement process, rather than—

**Hon. Miss Stephenson:** I did not say that. I anticipate—

**Mr. Sweeney:** I did not get enough opportunity to say something else. I did not say that either.

**Hon. Miss Stephenson:** I cannot say it at the present time, because the manpower commissioner has not made his report as yet. I do not know at this time precisely what the recommendations will be.

**Mr. Sweeney:** As far as you know—I guess the only way you could know this would be through your cabinet contacts—will the Ministry of Industry and Tourism continue in 1980 to sign those immigration waiver statements as it did in 1979?

**Hon. Miss Stephenson:** If there are urgent needs which can be demonstrated to be required to increase employment opportunities for others of the semi-skilled or unskilled variety, I would suppose that, carefully considered, some of them will go forward.

**Mr. Sweeney:** I could spend all afternoon on this topic alone, but I am conscious of the time and others have questions too, so I will pass.

4:50 p.m.

**Mr. Haggerty:** I would like to refer to a letter I received from Frontier Lodge No. 170, International Association of Machinists and Aerospace Workers, from the president, Mr. Herbert Bailey. He writes:

"I am inquiring on behalf of a number of our members as to why they were refused machinists' certificates from the Ministry of Colleges and Universities, senior continuing education branch, in Toronto. These members and this union are at a loss to understand why they were refused when they all had the required qualifications stated in the bulletin that appeared in the latter part of 1978.

"In this letter you will find a number of resumés as to their qualifications. There appears to be a resistance from some point in the plant and they wish to know the reason for it. They suspect it is the foreman. . . .

"This foreman received his certificate of qualification without having the required time on the boring mills and other machines. I wonder why this department can be so lenient in one instance and refuse the proper credentials in another.

"We would appreciate it if you would investigate these cases and give us this information."

I have a list of about five different employees who work at Fleet Industries in Fort Erie. The letter he makes reference to is the schedule of training and registration form for the nonregulated trade of general machinist, industrial. I guess that is put out by the Ministry of Education.

**Hon. Miss Stephenson:** No, apprenticeship—the industrial training branch.

**Mr. Haggerty:** It says, "The machinist, industrial, sets up, operates, and adjusts various types of precision metal cutting and grinding machines to produce specific tolerance and the detailed knowledge of blueprint reading and interpretation . . ."

It covers 11 different areas—the different machines and the operation from bench work to drill presses, lathes, grinders, milling machines and horizontal-vertical drills.

Apparently you have someone on the staff—I guess it must be Mr. Ferdinandi—of your department in St. Catharines. He replies to the union, concerning Mr. Willie Uhrig:

"Certificate of qualification, general machinist: Your application was turned down because your letter from the employer stated you were a machine operator and a setup man. Your work experience did not cover all areas of the machine shop. You may reapply if you request a new letter from your employer, spelling out in more detail your work experience."

I have had the opportunity to look at this one in detail. He has worked on a router for three years, on a horizontal boring mill, on lathes for a year and a half, on drill presses for half a year and on milling machines for six years.

If we look at the work sheets supplied by the company itself, which go back to 1965, he was considered experienced. In fact, almost all these persons who applied for certification for qualification for a skilled tradesman in the apprenticeship area, had 12 years of schooling—eight years of grade school and four years of high school. He

goes back to 1965, machine operator, setup, and goes on down to the 1970s—assemblyman fitter and machine operator, setup.

To go into detail: In 1971 he was still a machine operator, setup; in 1972, a machinist; in 1973 a machinist; a machinist in 1974 and right up to 1977; then a general machinist in 1978 to 1980.

In the contract with Fleet Industries and Frontier Lodge No. 170, it says:

"Machine operator: This job requires setting up and operating most production machines. This operation consists of setting up production gauges, fixtures or dies on a standard machine and operating same for the production group; repetitive production parts to meet any drawing tolerances required for use on gauges, callipers, micrometers and other checking devices and the ability to work from blueprints." That is the machine operator, setup. It goes on to say:

"General machinists shall be those who have satisfied the company that they have passed through a recognized apprenticeship training or have satisfied the company as to their experience and ability and are competent to work directly from drawings, to perform all operations in their trade without direction from others and who have been assigned work in this classification." Those are the requirements for a general machinist.

Of the five or six applicants here who applied for certification under the program, they apparently all have been denied that right. I suggest there is perhaps a conflicting area here of what documents one should follow. Looking at it in detail I would suggest to you that, from my experience in machine shops and fabricating shops, these persons are qualified and should be certified.

If you cannot get it through the proper procedures, then perhaps a written test should be required. If they can pass that test, there is no reason why with 10, 12 or 15 years of working in a particular plant they should not become qualified tradesmen.

**Hon. Miss Stephenson:** The criteria for acceptance of the background as appropriate for certification are established by the provincial advisory committee. This is not made up of members of staff of the Ministry of Colleges and Universities, apprenticeship branch; it is made up of people who have actually worked within the field, particularly within the journeyman classification. There have also been mechanisms for grandfathering, such as these, into the certification process.

If you will give me the details of that, we will have a look at that and see—



**Mr. Haggerty:** I will see that the ministry gets all these documents.

**Hon. Miss Stephenson:** Fine. I have no idea why they would make that decision because the criteria have been established by the skilled trade itself.

**Mr. Haggerty:** But my experience in dealing with the persons applying—

**Hon. Miss Stephenson:** What you are saying is someone within the company is not providing—

**Mr. Haggerty:** It could be within the company, but it also could be that personnel within your ministry may be—

**Hon. Miss Stephenson:** They just follow the rules set up by the journeymen who are on the provincial advisory committee.

**Mr. Haggerty:** If they would read those documents and look at the agreement with the union and management I am sure it would be seen that they would qualify for it, but the point I want to make, my experience—

**Hon. Miss Stephenson:** There are several thousand who have moved into this on the basis of what you are saying.

**Mr. Haggerty:** My experience within the Niagara region as it relates to the apprenticeship program leads me to think this is the area where you should have a follow-up with anybody who is in the program. I find they can enroll in the program, but there is no follow-up. Sometimes there are about six or seven months when they should be back in school in the co-op program. They are six months behind because there is no position for them at the colleges.

I think that is lacking in the Niagara region, particularly with this person within your ministry.

**Hon. Miss Stephenson:** That is a matter in which we are taking an interest now.

**Mr. Haggerty:** You should be following it up more closely. I feel in a sense he does not work on behalf of the interests of the apprenticeship. I think he listens too much to what management says. I believe you will find some correspondence from my office on this matter.

**Hon. Miss Stephenson:** Okay, we will look.

**Mr. Cooke:** Mr. Chairman, after listening to the discussion on this vote, perhaps the two items I wanted to raise under apprenticeship would more properly come under this vote. In any case, if I deal with it now, I won't deal with it later.

This concerns the industrial training centre that is to be set up in Windsor with St. Clair

College of Applied Arts and Technology. I met with the people at St. Clair well over a year ago and was reasonably impressed with how they were going to cope with some of the increased demand in the auto industry for skilled trades people. One of the cornerstones of that program and how they were going to cope, as I understood it, was with the industrial training centre. Now I read in the paper just this past weekend that there are problems with the funding from the provincial government for that centre.

**Hon. Miss Stephenson:** There isn't any more current proposal than the one made earlier, which is ready to be signed.

**Mr. Cooke:** The president of the college said it was going to be held up indefinitely. He was quoted in the paper on the weekend, in a fairly large article, stating that there was—

**Hon. Miss Stephenson:** It would be nice if the president, Mr. McAusland, were to telephone, I would think.

5 p.m.

**Mr. Adams:** I can say that Mr. Kerridge, Mr. Noble and myself went down about six or eight weeks ago to meet with the president and with the chairman of the Community Industrial Training Committee. When we concluded our discussion that day, we gave him our assurance that we will recommend that the minister approves the money for that training centre. I said all they had to do was tell us where they wanted it, whether they wanted it on the college grounds or whether they wanted it in the industrial estate that is being developed. We left it to them to tell us where, from their joint viewpoints, was the best place from Windsor's viewpoint.

I can tell you there is a letter on my desk today which I am putting forward to the minister for her signature to start to authorize the flow of funds. We are still waiting to know where they want it.

**Mr. Cooke:** I understand they want it in the industrial park.

**Mr. Adams:** Mr. Kerridge has just told me he had a call late last week to that effect. That problem has been overcome. There are no problems.

**Mr. Cooke:** Perhaps somebody from the ministry might want to talk to some people at the college tomorrow morning to get it straightened around and to find out why there was an article in the paper on the weekend indicating that the centre was not getting the funding from the province and that approval was being held up.



I notified the member of the staff at the Windsor Star that I was going to ask this question today and they would get a follow-up article saying it is all approved.

**Hon. Miss Stephenson:** The follow-up article should question why there was any statement in the first place.

**Mr. Cooke:** The other thing I wanted to ask the minister was on a specific case of an individual in Metropolitan Toronto who is involved in the apprenticeship program in the motor vehicle mechanic trade. The reason I raise this specific case is because I think it illustrates some of the problems that a number of people in the apprenticeship programs and the regulated trades are having.

This individual, Hassan Yussuff, works at the General Motors of Canada Limited GMC Truck Centre at the Queensway and the West Mall. I don't know Toronto well, but I am sure you know where that is. He indicated to me that he had been in the program for 18 months. He had only been visited by his counsellor twice during that period of time. He indicated that the training he should have been getting was not the type of training he was getting at the truck centre. He was being put on what one could refer to as "joe jobs," and not getting the type of training he should be getting to qualify as a mechanic at some point in the future.

He also indicated that he was scheduled to go to school at a particular time for the laboratory portion of his training and that there was a deal made between the counsellor and the truck centre that that be delayed until the next time it was available. He was not even notified of that. He was eventually notified by the management when it was time to go to school, but he had never been consulted by his counsellor.

His basic concern is that he is not getting the rounded type of training he should be to get the qualifications and that there has not been any follow-up at all. Two times in 18 months I would think is not adequate to make sure that the employer is giving him well-rounded training.

I would like you to check out that specific case. On the general side, how often do the counsellors go and visit the trainees to find out their points of view and not just get reports from management?

**Hon. Miss Stephenson:** It is supposed to be oftener than that, I can tell you.

**Mr. Cooke:** Is there a regular—

**Hon. Miss Stephenson:** That is one of the reasons why we have added 100 complement to this area to improve and increase the rate

and the effectiveness of the counselling which is carried out.

**Mr. Cooke:** If this is the type of training some of the mechanics get, it is understandable why we all have difficulty finding a garage where we can get our cars fixed properly. I hope you will check out this specific case.

Are there any types of guidelines given to the counsellors as to how often there is a follow-up?

**Hon. Miss Stephenson:** Yes.

**Mr. Cooke:** What are the guidelines then?

**Hon. Miss Stephenson:** I do not know what they are for a motor vehicle mechanic.

**Mr. Gordge:** It is hard to make a decision on the basis of the occupation, classification or trade they are in. Those in the big urban centres that are easily accessible are usually visited more frequently than the others in the less developed areas where there might be 50 square miles of mine holdings in which to track the apprentices down.

It is true they haven't been visited as frequently as they should have been, but it has been substantially more than this. There might be all sorts of reasons why these people haven't been able to get together: the counsellor is aware of the training evaluation filed; the apprentice is satisfied and doesn't require counselling.

We would expect, I think, a minimum of four visits over the full term. We would certainly not expect the counsellor or training consultant to meet only with the employer. His purpose in going there is to meet with the apprentice.

I found the term rather bothersome where you suggested that a schedule "deal" had been made between the employer and the counsellor. Normally our counsellors don't make deals with employers in that sense; they deal jointly with the employer and the apprentice. If there are circumstances that make it difficult for the employer to release the apprentice at that time, and if they are all in agreement to postponement, we will accommodate them; we will postpone them. It is certainly not done in an arbitrary, cavalier fashion.

**Mr. Cooke:** What happened in this case, was this individual was scheduled, I believe, to go to Centennial College of Applied Arts and Technology in Toronto and, according to the notes I have, he should have gone this spring to Centennial. The company, according to the individual, would not allow it and asked the ministry to delay it for one year and the ministry did so without even con-

sulting the trainee. That's what happened with this individual. Luckily, he is able to fit that into his schedule and he is going to go ahead and do it. I guess he didn't have much choice. The "deal" had already been made.

When you are talking about the follow-up, one of the things that amazed me at the Windsor office was that I believe they only had two counsellors until you increased your complement. I forgot the exact numbers of trainees they have in Windsor, but it is several hundred. I don't know how you could ever visit your trainees twice a year.

**Hon. Miss Stephenson:** That is why we increased the complement.

**Mr. Cooke:** They are only going to get, I believe, one extra counsellor in the Windsor office or two at the most.

**Mr. Gordge:** We have operated on substantially a provincial basis. We have probably brought the delays down 30 per cent. We would expect to see them calling on the apprentices much more frequently.

**Mr. Cooke:** How many more counsellors are going to be added in the Windsor area, which for many of the trades is the centre for the province?

**Mr. Gordge:** I am not sure.

**Hon. Miss Stephenson:** We could get that.

**Mr. Cooke:** I will be in touch with the Windsor office in any case. It seems I have been talking with them more often lately than at other times. I would like you to take a look at the Windsor office in particular and find out whether you think the ratio in that office is going to be adequate to do their follow-ups. As I said to you in my opening statement, I am impressed with the numbers they have involved in the Windsor area. I don't think they should have to do the type of almost coercing they have to do to get the companies involved. I think they should be much more willing to get involved.

The only other question I wanted to ask under this vote is about the General Motors of Canada Limited training centre that is going to be part of the General Motors transmission expansion. I am sure there is no government money involved in that; at least I believe there is not.

For the trainees who are going through that centre, is there any involvement at all with the Ministry of Colleges and Universities or is GM maintaining its policy of not participating in any governmental programs? One thing I am concerned about is that if there is ever a downturn with General Motors and the skilled tradesmen are unemployed, they won't have their certification

and then they won't have the flexibility of looking for work elsewhere.

**Hon. Miss Stephenson:** I will ask Mr. Kerridge to respond to that.

**Mr. Kerridge:** I am afraid I can't answer your question precisely, but I think I can give you an indication of what is going on. GM, traditionally, has had its own apprenticeship program. Under those circumstances one might not expect them to tie into the provincial programs. However, in the Oshawa area GM has joined the local Community Industrial Training Committee, with the idea of accelerating training in that area, and has agreed to refer people to a joint effort with the government systems. They are now starting to join the government system.

**Mr. Cooke:** Maybe one of the problems in Windsor is that we are too close to Detroit. I remember talking to the people in the Windsor office. Their statement to me was that when they want to deal with any of the big three in Windsor; they can't even call the Windsor office. They have to deal with the Detroit people and whenever the Detroit people get a call from a government at any level, they don't even want to answer the phone because, of course, there is a totally different philosophy; it is just more exaggerated than in Ontario—about government involvement in industry.

The progress that has been made in apprenticeship places in Windsor has not been made with the assistance of the big three. It has been with the assistance of the small companies, as I am sure you are well aware.

**Mr. Haggerty:** I just want to raise one more question, Mr. Chairman. I had raised the matter about the counsellor in the Niagara region, Mr. Ferdinandi. How many counsellors are there in the Niagara region? Maybe he is overworked, I don't know.

**Hon. Miss Stephenson:** I can't tell you that precisely at this point, but we will find out and let you know. How many?

**Interjection:** Two or three.

**Hon. Miss Stephenson:** Three.

**Mr. Haggerty:** Three, is it?

**Hon. Miss Stephenson:** They tell me it is three.

**Mr. Haggerty:** It is a very highly industrialized area. Perhaps three isn't enough to do the proper follow-up jobs that should be done, considering the automobile trades. The minister is smiling. It's pretty hard to—  
5:10 p.m.

**Hon. Miss Stephenson:** We managed a complement addition this year, which I must say is unusual.

**Mr. Haggerty:** I am looking at the funding. You haven't added too much when you consider the problem facing us here in Ontario. It is about \$1.6 million more. Is that sufficient to carry out a proper program?

**Mr. Laughren:** The minister doesn't understand what Liberal restraint means.

**Mr. Chairman:** We won't get into that.

**Hon. Miss Stephenson:** You are going to tell me one day, aren't you?

**Mr. Laughren:** The next time you are in Chapleau.

**Hon. Miss Stephenson:** Thanks.

Item 3 agreed to.

**Mr. Chairman:** It has been mentioned that we should spend at least half an hour on the final vote and that would just about work out from now. The time spent on the remaining three items will mean that the committee will have just that much less on the student support program. That is up to the committee, however.

On item 4, apprenticeship:

**Mr. Sweeney:** I would like to ask just one question under apprenticeship, Mr. Chairman.

I have been advised by a couple of apprentices in the stationary engineering trade in our area that they are unable to get courses at the various community colleges. I think the three that were examined were Fanshawe College, Conestoga College, and Sheridan College of Applied Arts and Technology in Oakville.

Apparently the problem in all three cases is a shortage of journeymen with the necessary skills to teach them. The one in Conestoga is apparently going to be offered as a variation of a home study course, because they can't get sufficient skilled journeymen to come in and teach certain parts of the course.

**Hon. Miss Stephenson:** Stationary engineers? We have never heard that one.

**Mr. Sweeney:** Would you get one of your people to check that, please?

**Hon. Miss Stephenson:** Yes.

**Mr. Haggerty:** One of the best programs there was for the training of stationary engineers and steamship engineers was through the International Correspondence Schools.

**Hon. Miss Stephenson:** There is a skill training program available, but it is not an apprenticeship program.

**Mr. Sweeney:** It is offered through the college?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** Well, whatever it is, apparently in our area and the other two direc-

tions in which the students could go, which are London or Sheridan College, in all cases there was some holdup.

**Hon. Miss Stephenson:** Something is not quite kosher there. I am not sure what it is.

**Mr. Sweeney:** Get one of your people to check them.

**Hon. Miss Stephenson:** Yes, I will.

Item 4 agreed to.

Items 5 and 6 agreed to.

Vote 2802 agreed to.

On vote 2803, student affairs program; item 1, student support:

**Mr. Sweeney:** My first question has to do with the federal-provincial task force on student aid. When we raised this last year there was some question as to whether there would be a student on the task force. I understand there isn't.

**Hon. Miss Stephenson:** No.

**Mr. Sweeney:** Is that the final decision? Is that still in process?

**Hon. Miss Stephenson:** Yes.

**Mr. Sweeney:** What was the reason for that decision?

**Hon. Miss Stephenson:** I believe the decision was taken jointly by the provincial and federal representatives that the most suitable way to ensure full student input was to receive written briefs and oral presentations from all the student associations at an appropriate time.

That was not related to one province, as I am sure you know. All 10 provinces are involved in the program, as is the federal government. The information that came to me was that the decision was taken at the meeting of the steering committee which developed the task force.

**Mr. Sweeney:** I see. You made reference to submissions. I understand that a number of student groups are having considerable difficulty meeting the June 1, 1980, deadline. Apparently they didn't get the necessary background material for preparation, where it was to be sent and so forth. As a result those groups are left with—to use their expression—"a skeletal staff."

**Hon. Miss Stephenson:** It has been extended.

**Mr. Sweeney:** Until when?

**Mrs. E. M. McLellan:** July 1. We expected that they may have difficulty.

**Mr. Sweeney:** That is still going to create a problem. The main problem I was just about to raise is that the student groups



simply don't have the staff at this time of the year. Many of them didn't get started until about March or April. They have asked whether it might be postponed until the fall.

**Hon. Miss Stephenson:** If it's postponed until the fall it will certainly delay the report of the task force to all levels of government. My concern is that it will delay very specifically the potential introduction of modifying legislation at the federal level, which is one of the most important features.

**Mr. Sweeney:** What kind of a time line do you see at present?

**Hon. Miss Stephenson:** The time line to my knowledge has remained the same. There is to be a report provided for the Council of Ministers of Education of Canada and the federal minister responsible by early December 1980.

**Mr. Sweeney:** Do you perhaps sense that the report could make a difference for the 1981-82 school year? Is that what you are looking at?

**Hon. Miss Stephenson:** It could do so if the amendments to the federal legislation were introduced relatively early in 1981. It might make a difference to the 1981-82 school year. That was the reason that time line was defined in the first place.

**Mr. Sweeney:** You made a reference to the federal involvement. At the present time that is limited to the federal loan scheme. Is it proposed that that be changed?

**Hon. Miss Stephenson:** It also establishes some specific criteria of eligibility that are utilized by all of the provinces.

**Mr. Sweeney:** So, the kinds of plans that the province might want to introduce could be inhibited by the eligibility rules at the federal level.

**Hon. Miss Stephenson:** At the present time the provinces—

**Mr. Sweeney:** I thought that when you brought in your grant in aid type of program there was a break; that you were actually running two parallel programs rather than an integrated program.

**Hon. Miss Stephenson:** No, it is still integrated in terms of criteria of eligibility.

**Mr. Sweeney:** When the change was made in 1977, there was a major change with respect to how the federal and provincial governments use their eligibility. There was a change made there.

**Hon. Miss Stephenson:** The only differences I am aware of at the moment are the criteria related to independence of the students.

**Mr. Sweeney:** I wonder if Mr. Clarkson could help me there. There was a distinct change made in 1977, wasn't there, Mr. Clarkson?

**Mr. Clarkson:** It was made in 1978-79.

**Mr. Sweeney:** I see.

**Hon. Miss Stephenson:** The change was that you didn't have to be eligible for a loan before you could apply for a grant.

**Mr. Sweeney:** No. It had something to do with the eligibility requirements at the two levels.

**Mr. Clarkson:** I don't know if it was about the eligibility requirements as such. As the minister has pointed out, there was a change with respect to years in the work force and so on.

Perhaps what you are referring to is the fact that we now have two distinct assessments in our program, one for grant and one for loan.

**Mr. Sweeney:** That was the distinction I was trying to make.

Is it not also true that the federal government maintains the two-year independent status level, whereas for the provincial government it is three years?

**Mr. Clarkson:** Partially. It is three years for grants and two years for loans. The provincial loan is playing a larger and larger part of the loan criteria.

**Mr. Sweeney:** Let me come back to my original question, then. Does the dovetailing of some federal requirements imply that the federal government may do more than just give loans, or not?

**Hon. Miss Stephenson:** I don't think we can suggest, at this stage of the game, that there are any implications of that sort. I know that a demand has been put forward by the National Union of Students that the federal government should get out of loans completely and that the whole federal program become a grant program.

**Mr. Sweeney:** I am aware of that.

5:20 p.m.

**Hon. Miss Stephenson:** Our concern was that certain of the bases upon which loans for students are granted have been altered fairly significantly in terms of the total value of loans and the eligibility of certain programs that are shorter or longer than usual, for example.

**Mr. Sweeney:** Let me move quickly ahead then. I have one last question on the federal-provincial task force. I understand when the report is made available that it will not be

public. Why is that? There is, as you can understand, considerable apprehension on the part of the students.

**Hon. Miss Stephenson:** Has that decision been made at this point?

**Mrs. E. M. McLellan:** Madam Minister, a report will be made to the Secretary of State and to the council of ministers of education. I think it is their decision—

**Hon. Miss Stephenson:** How it will be dealt with.

**Mrs. E. M. McLellan:**—how disposition of the report is made. As far as the task force is concerned, I am not aware that there have been any instructions to the contrary.

**Mr. Sweeney:** It will go to the federal Secretary of State—

**Mrs. E. M. McLellan:** And to the council of ministers of education.

**Mr. Sweeney:**—and to the individual ministers. You are saying that the secretary, plus the council, will then make the decision as to whether it is made public?

**Mrs. E. M. McLellan:** I would think so. That is the unit to which the task force is reporting.

**Mr. Sweeney:** I guess I will have to repeat my question. Why would it not be publicized?

**Mrs. E. M. McLellan:** That decision has not been made.

**Mr. Sweeney:** It may be, then?

**Mrs. E. M. McLellan:** It may be.

**Mr. Sweeney:** Fine.

Let me move very quickly, Mr. Chairman. I have a couple of things here.

With respect to the new Ontario Student Assistance Program, I was glad to see the change in the gross assets and also the cost of living increase for those away from home, but I am a little bit at a loss to understand why the same philosophy doesn't hold for the cost of living for those at home.

I was just reviewing some figures. In 1973 the cost of living increase was \$28, in 1976 it was \$36, and since 1978 it has been \$25. It is now less than it was in 1973 and has been held at that figure since 1978. I don't understand the logic there. Can somebody explain to me how you arrived at that?

**Mr. Clarkson:** I would like to comment on the apparent decline in the level itself. It is going to be difficult, because it is a very complex situation. Previously, we were using the federal government's criteria for its Canada student loan program.

The at-home rate was increasing, but it was an artificial increase. We were giving it to students as a cost for living at home, and at the same time the student was expected to pay it to his parents for living at home. That resulted in an increased contribution from the parents to offset it, so to speak.

**Mr. Sweeney:** Excuse me. If you took one of the forms and followed it all the way through, could you see that transfer back and forth?

**Mr. Clarkson:** You could see it in the assessment. I would be pleased to go over it with you and show you just what I'm talking about.

What we are doing in the grant plan now is simply recognizing the fact that most students do not pay their parents anything to live at home while they are going to school. This is one thing we found. I have not received any contrary information. Most parents will provide their son or daughter with free accommodation while they are living at home and going to post-secondary school.

The \$25, which has remained unchanged, is really there to assist students to pay for their lunches. It also includes an allowance for miscellaneous expenses they may have in the course of their studies.

I should also mention that the \$25 for low-income families is increased by \$5, \$10 or \$15, depending upon the parental income. So basically there are some funds for a student to use to help his family if it is really in a very low income situation.

**Mr. Sweeney:** Mr. Chairman, I have just two short questions.

**Mr. Chairman:** I should point out, Mr. Sweeney, you have taken 15 minutes and I have two other people on my list. We only have 13 minutes left, which means seven and a half for each. I think in the atmosphere of fairness, perhaps we should carry on.

**Mr. Cooke:** I just have a few questions and one specific case.

The employment criteria under the Ontario Student Assistance Program—when I am talking about employment criteria, the summer earnings—how does that adjust to students who have to work during the summer without compensation, as part of their schooling? As I understand, that applies to some students. For example, some schools of social work, I believe, require placement in the summer.

**Mr. Clarkson:** Basically the OSAP policy states it is the expectation of the program that the student will go out and find the highest paying job he possibly can.

To date we do provide a waiver of the minimum student contribution if a student was unable to find work or was not fully employed during the summer.

**Mr. Cooke:** Is that a waiver, or do they have to go through a review procedure?

**Mr. Clarkson:** There is an appeal procedure involved in that situation. You mentioned social work. There are other areas as well where students have the option of working in their field or not. If they have the option, then we apply our policy that they should be out looking for the highest paying job they can get.

If it is a part of the program that they either work or have some sort of field training, then an adjustment is made in the student contribution.

**Mr. Cooke:** But do they have to go through the review procedure for that?

**Mr. Clarkson:** No.

**Mr. Cooke:** I used "review procedure" as the first-level appeal.

**Hon. Miss Stephenson:** If it is required.

**Mr. Cooke:** Along the same lines, I received a partial answer from the minister as to what was going to happen with the Sudbury students if their school year is extended in the summer. I do not know if there has been a resolution.

**Hon. Miss Stephenson:** Their school year has not been extended in the summer.

**Mr. Cooke:** Okay. The other specific is my home town of Windsor where we have an unemployment rate of 20 per cent. There will not be any jobs in the auto industry where the majority of students used to get jobs.

I am wondering whether there can be a special exemption for students who live in the Windsor area, who would not have to go through the review procedure, but have that taken care of when they apply for their OSAP. If they state on it they could not find a summer job, then you accept the fact that they could not find one because of the state of the economy in the city.

**Mr. Clarkson:** We will have to take a look at this. A lot of students do not just look for jobs in their home town. A large number go up to the tourist areas in Gravenhurst or all over the north. A lot move out west, and actually earn enough money not to have to apply for OSAP.

**Mr. Cooke:** What I am saying is, rather than students having to prove to you that they did look for work, they put on their initial application that they looked for work in the Windsor area where they live, because

it also costs money to go out west. If your parents are unemployed, which could be the case in Windsor—there is a good chance of it being the case—you are not going to have the money even to go out west or to travel up north, or to do whatever else you have to do to get to those jobs.

I am wondering whether the criteria could be adjusted for this particular year in the Windsor area, rather than forcing them to go through that appeal procedure and then finding out in late fall whether or not they have the OSAP assistance.

**Hon. Miss Stephenson:** What happens to those students from the Windsor area, however, who do make the effort, even though their parents are unemployed, and find employment?

**Mr. Cooke:** If they can prove to you they have made the effort—

**Hon. Miss Stephenson:** What you are suggesting is a regional waiver for all students in the Windsor area. Not all students in the Windsor area are going to be without employment.

**Mr. Cooke:** No, what I am saying is, when they put in their application and they have not been able to find work, all they would have to do is show to you where they looked for work. They have to do that under the review procedure in any case, but do it at the initial application, rather than sending back their assessment and then getting a nil assessment or a low assessment, and then having to go through the review procedure. It could be handled at the first stage.

**Hon. Miss Stephenson:** We are looking at a number of ways of dealing with some of the problem areas, because there are a couple.

**Mr. Cooke:** Okay. So that is being reviewed, I assume.

**Hon. Miss Stephenson:** The way in which it can be done.

**Mr. Cooke:** In some of those cases a decision would have to be made rather quickly because the applications will be coming in soon, or some of them might already be in.  
5:30 p.m.

**Mr. Clarkson:** They are already in. But we would start dealing with student contribution appeals at the end of the summer, because that is when kids know—

**Mr. Cooke:** So one way you could handle the Windsor students or other problem areas—but specifically the Windsor students—would be to have the local student awards officer simply approve it when they file with



you a list of places they have looked, rather than forcing them to go through a long procedure, and sending it to Toronto.

**Mr. Clarkson:** That is in place now. They handle the actual appeal. I thought you were suggesting that we—

**Mr. Cooke:** Then the procedure that takes the time is that they have to send the application back to Toronto?

**Hon. Miss Stephenson:** No.

**Mr. Clarkson:** No. I think the appeal board is the—

**Mr. Cooke:** I realize that is the second level, but I remember the second stage of going through the computer, when you had the computer problems, and that was when you did the review. It seems to take time when they have to resubmit their applications to be reassessed after employment or for various other reasons. I am just wondering how we could shorten up that period for Windsor students.

**Mr. Clarkson:** Basically, at the moment the period is about six or eight weeks. That part of the appeal procedure is very fast actually.

**Mr. Cooke:** So why even make them go through that appeal? When they hand in their applications now, why not just—

**Mr. Clarkson:** They might get a job.

**Mr. Cooke:**—simply indicate to them: "If you are not able to find a job, come in and tell us; give us the names and we will send in your application. You will not have to come through the review again"? Why hold things up?

**Mr. Clarkson:** They are fine now. Theoretically, how are they going to say now they cannot get a job later on in the summer?

**Mr. Cooke:** When you go through the review procedure, you put the onus on the student to prove that he or she has looked for a job. Unemployment insurance does not require that any more; welfare does not require that any more—I am talking about in Windsor for adults who are looking for full-time employment—workmen's compensation does not—

**Hon. Miss Stephenson:** OSAP is not unemployment insurance, or Workmen's Compensation, or welfare.

**Mr. Cooke:** But it is financial assistance to students, so it is along the same line.

None of those agencies require any kind of job search at all, because it is assumed there are no jobs available.

**Mr. Clarkson:** I would like to mention that if students from lower-income families

apply now, they will receive assistance which will be there for them in September, to help them get started. If they are going to be receiving additional assistance to aid the student contribution, the institution will usually waive immediate payment of their fees or other payments they might have. So I think there is enough—

**Mr. Cooke:** There is anxiety among students. You and I understand the process. I have some faith in the process; you have more.

There is anxiety among students as to whether they are going to have their assessments increased because of summer earnings. Even if a policy was announced in the Windsor area through the university and the college, or from the government—because there are students who go to the University of Waterloo from Windsor and all over—something to help reassure the students in the area that there is going to be special consideration given to them because of the economy. Maybe that is the answer.

**Mr. Clarkson:** We can certainly take a look at your suggestion.

**Mr. Cooke:** Okay. Three other small things. First, what is happening with the loan remission for next year for the students who do not qualify for the grants?

**Hon. Miss Stephenson:** Nothing at this point. The loan remission finishes July 31 of this year.

**Mr. Cooke:** Is it going to be extended for another year?

**Hon. Miss Stephenson:** Not at this point. There is nothing in the estimates to extend it for the year. Whatever we have available will be going to additional funds for the student assistance program.

**Mr. Cooke:** What are you going to do for the students who are not eligible for the grant program? The loan remission program, as I understand it, was put in place until a program could be designed for those students.

**Hon. Miss Stephenson:** In actual fact I believe the loan remission program was to provide assistance to those students for whom the ground rules had changed in the midst of their courses.

**Mr. Cooke:** The grandfather clause type of thing.

**Hon. Miss Stephenson:** Yes.

**Mr. Cooke:** So, at this point, there are no plans on the part of anyone to—

**Hon. Miss Stephenson:** No, except for an examination of the problems faced by stu-

dents in professional courses of extended time to see whether there is a real need in that area for a modification of the grant program.

**Mr. Cooke:** Okay. We could go into that more. I do want to raise this one case. That is the most important thing.

I have written to Mr. Clarkson and to the minister on this case. The individual's name is Jeff Smith. He attends the University of Waterloo. I have known Jeff for a number of years. I used to coach him in baseball. He lost his father a number of years ago and his mother remarried after he had turned 18. He was denied any kind of assistance under the OSAP program because the ministry felt he should have a contribution from his stepfather who is divorced and has payments to make to his family in Detroit. That was all explained, but it was still felt even though Jeff's stepfather and his mother had married after he was 18 years old, there was a financial obligation on the part of Mr. Davenport to contribute to Jeff's education.

After a couple of letters to the ministry, there was a recognition that maybe this should not be the case. Instead they saw that his mother had an income in the last year of \$1,800 and decided she should contribute to his education.

I do not know if you are familiar with the case. You probably have quite a few coming in, but there were letters sent to you and to the minister. I am just wondering what can be done in a case like this. It is ridiculous to expect the stepfather to contribute. I do not think he has any legal obligations and he certainly should not have these financial obligations to Jeff. His mother made \$1,800. But for that income, he would have qualified for a substantial grant and loan.

**Mr. Clarkson:** If I might comment briefly, I do not know the circumstances of this particular situation, or I cannot recall them. But the basic philosophy is that parents should contribute to their children's education. Now where the problem with step-parents comes into play is that we have in the past had experience with individuals where it is the father who is the step-parent. He was making a large income, taking care of the spouse who was the true mother, and consequently the mother had some income which could go directly to the student.

This particular case, in all probability, would have gone to the appeal board—

**Mr. Cooke:** It did.

**Mr. Clarkson:** —and the actual decision was perhaps the mother should be directing the \$1,800 to—

**Mr. Cooke:** In looking at my correspondence, her actual income in 1979 was \$1,300.

**Mr. Clarkson:** I see. I would like to look at that case before commenting further on it.

I will say we have a committee under way at the moment which is looking into all the cases coming to the appeal board to see if there might be changes made in policy which will basically streamline the process and perhaps help individuals caught in this situation.

**Mr. Cooke:** I believe this has been going on for two years with Jeff. We looked at his case in the previous school year, and then we looked at it in this school year. The letters I have received are completely insufficient.

**Hon. Miss Stephenson:** It has been through the appeal process in both years?

**Mr. Cooke:** It has been through the appeal process and that is why I raise it here.

I think it is ridiculous to expect the stepfather to contribute. I think it is ridiculous to expect that because Mrs. Davenport, his mother, had an income of \$1,300, which was obviously on very occasional work—and I am sure she used that money for incidentals and maybe funds she did not want to ask her husband for—it is ridiculous to expect that she is going to go out and earn \$1,300 to put her son through school; \$1,300 is not a sizeable amount of money.

**Mr. Clarkson:** But we do not know how much money Jeff made either and all the other sources of income which he has available to him.

**Mr. Cooke:** The only reason for his appeal being denied, according to a letter from the minister dated April 30, 1980, is the money from the mother. It recognizes in this letter that no longer are they expecting the stepfather to contribute, but they expect Mrs. Davenport to contribute because she made \$1,300 in 1979. Other than that he would qualify for it.

Is there provision for you to give special consideration to a case after the appeal board has turned it down?

5:40 p.m.

**Hon. Miss Stephenson:** I am not sure that there is provision for it. We have referred things back to the appeal committee for re-examination.

**Mr. Cooke:** I am sure that you do not get involved, personally, in many cases because

you have your staff, but I don't think it would take you long to look at Jeff's specific case to see whether you think this is fair. Maybe you could write to me and tell me.

**Hon. Miss Stephenson:** The appeal committee is meticulous in its examination of those cases which are appealed and, I think, are particularly sympathetic in certain circumstances. They make decisions rather than recommendations about the eligibility of students. As you know, there are students and financial administration officers on the appeal committee. So the actual student experience is a part of the decision-making and I think is probably more valid and relevant in many instances than mine would be.

**Mr. Cooke:** It could possibly be the guidelines or policies that are eliminating Jeff from eligibility for the Ontario Student Assistance Program. I would like you to take five minutes to look at the case personally, and then to correspond with me and tell me what you think.

**Hon. Miss Stephenson:** I will take a look at it.

**Mr. Chairman:** We are actually out of time, but Mr. McKessock has sat in here all afternoon. Would the committee agree to allow him just a few moments to pursue one case?

Agreed?

**Mr. McKessock.**

**Mr. McKessock:** Thank you, Mr. Chairman.

Madam Minister, I want to discuss with you some discrepancies in the Canada student loan program as it is presented across Canada and how some Ontario students are being deprived of these student loans. I will give you one specific case, which I have brought to your attention before, although I understand there is more than this one case.

Jason Troy attends the American Academy of Dramatic Arts in Pasadena, California. He has just completed his first year at the college. His guardians—he is a ward of the children's aid society—want him to return for another year, but it is going to be difficult if he cannot find some financial assistance.

Students from Alberta who are attending the same college are receiving Canada student loans, but students from Ontario are not, and I cannot see why. It is federal government money. Why should Ontario students not be eligible for it the same as the Alberta students?

**Hon. Miss Stephenson:** The institute which Jason Troy is attending is not at this point

an accredited institution. I believe most provinces accept, for out-of-province attendance by students, only those institutions that have been designated as accredited institutions of post-secondary education. Alberta apparently has accepted it, whether it has been so designated or not. As far as I know, Alberta is the only province that has.

This is being reviewed in the United States at this point. If it becomes accredited, then he most certainly will be eligible.

**Mr. McKessock:** It is a question of time. It takes two years before it can become accredited. In 1981 it will have achieved that two-year period, but whether Jason Troy will still be attending it or not is another thing.

American students attending the college receive federal funds.

**Hon. Miss Stephenson:** Student loans?

**Mr. McKessock:** American student loans—Americans receive federal funds.

**Hon. Miss Stephenson:** That is not the information we had earlier about that institution. I will check that.

**Mr. McKessock:** It is my understanding that the New York school is accredited, as you say. It is the same course and it uses the same name. It just seems to me that there is no justification for making the distinction.

**Hon. Miss Stephenson:** We have to use the information which is made available to us regarding the quality of a program and the accreditation of a program. As you are very much aware, there are programs which have been accredited which are not the traditional post-secondary educational programs for which loans are provided.

Since we don't have the capacity to go down to inspect the quality of the program, we have to make sure that it is appropriate by relying on the accrediting mechanism which is in place in the United States.

**Mr. McKessock:** If he moved to the same course in New York, could he get the loan?

**Hon. Miss Stephenson:** If it is an accredited program.

**Mr. McKessock:** If he moved to Alberta, could he get the federal loan for the school in Pasadena?

**Hon. Miss Stephenson:** If he went to the course in New York, which is an accredited program, he would be—

**Mr. McKessock:** He would get the same course.

**Hon. Miss Stephenson:** I don't know that it is the same course. We will have a look at it.



**Mr. McKessock:** And if he moved to Alberta?

**Hon. Miss Stephenson:** If he wants to move to Alberta—

**Mr. McKessock:** He doesn't want to move to Alberta. But he has to go to New York or Alberta or quit. Those are the three choices he has.

Another sad thing about this is he has a previous \$1,000 Canada student loan, from the time he attended the Ryerson Polytechnical Institute, which is accumulating interest at nine per cent. He has been approached for payment by a financial collection agency in Toronto. If he was receiving the Canada loan the same as his fellow students from Alberta are doing, he wouldn't have to pay this until he was through with school.

**Hon. Miss Stephenson:** This is the only one I am aware of. The other nine provinces do not follow the route that Alberta has chosen to take.

**Mr. McKessock:** Do you think that is fair?

**Hon. Miss Stephenson:** Do I think it's fair that Alberta has chosen to take it?

**Mr. McKessock:** No, do you think it's fair that Ontario hasn't?

**Hon. Miss Stephenson:** Ontario is not alone; eight other provinces have chosen not to make their own assessment of the quality of the program which is provided. They have made the decision that they will depend upon the accrediting agencies in the United States

to decide whether a specific program should or should not be accredited.

Surely if we are going to be responsible in the use of taxpayers' money we have to use the mechanisms which are in place. If you are saying there are some differences from the information we have been given, then we will be happy to have a look at it.

**Mr. Chairman:** Excuse me. I wonder if you could pursue this privately with the minister.

**Hon. Miss Stephenson:** He already has. We will look at it again.

**Mr. Chairman:** I have a problem. I was due to appear before the Board of Internal Economy at 5:45 to justify the budget of this committee, so I am in a time bind. Perhaps the minister and the ministry could take another look at this particular problem.

**Hon. Miss Stephenson:** We'll take another look at it.

Item 1 agreed to.

Item 2 agreed to.

Vote 2803 agreed to.

**Mr. Chairman:** This completes the estimates of the Ministry of Colleges and Universities. I want to thank the committee, the ministry staff and the minister for their co-operation throughout.

**Hon. Miss Stephenson:** Mr. Chairman, I thank the members of the committee for their interesting participation.

The committee adjourned at 5:48 p.m.

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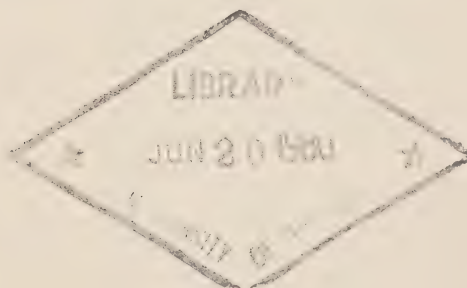


No. S-17

# Legislature of Ontario Debates

## Official Report (Hansard)

**Standing Committee on Social Development**  
Estimates, Ministry of Health



**Fourth Session, 31st Parliament**  
Tuesday May 27, 1980

Speaker: Honourable John E. Stokes  
Clerk: Roderick Lewis, QC

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## LEGISLATURE OF ONTARIO

### STANDING COMMITTEE ON SOCIAL DEVELOPMENT

TUESDAY, MAY 27, 1980

The committee met at 3:42 p.m. in committee room No. 1.

#### ESTIMATES, MINISTRY OF HEALTH

**Mr. Chairman:** I call the committee to order. Everyone knows we are starting today with the Ministry of Health estimates. I do not believe the minister has a prepared statement, but I think he does have a few comments.

**Hon. Mr. Timbrell:** Very few, Mr. Chairman. We have so recently done the supplementary estimates and with the throne and budget debates, the matters that I wanted to put on the record are on the record. We have, I believe, 20 hours to consider our estimates. I am assuming we will start and proceed through them in the order in which they are outlined. I ask that only because, as you know, we have a number of people who are called upon to be in attendance depending upon which votes and items we are dealing with, and in order to minimize the disruptions of their work days, I assume that is the case.

Secondly, I want to thank you for agreeing to alter tomorrow's sitting schedule to 1 p.m. to 5 p.m. from 2 p.m. to 6 p.m. in order to accommodate a political function in my riding.

**Mr. Conway:** It must be a slow day if you are in Don Mills looking for delicacies.

**Hon. Mr. Timbrell:** I am in Don Mills every day, I can assure you—every single day.

**Mr. Conway:** I read about your new responsibilities and understand why.

**Hon. Mr. Timbrell:** So what? I am not going to be drawn into that again.

I do not have a prepared text, Mr. Chairman, so if my critics want to lead off, perhaps they would. I may have a statement towards the end of the estimates, depending upon the range of issues.

**Mr. Breaugh:** I wonder if we could entertain, just before we begin, a discussion about how we might order the business for the next while. The suggestion has been made, and

I agree with it, that essentially we go with the format. We do the normal leadoffs this afternoon; we provide for members to raise issues they want to challenge; but then somewhere we attempt to find an occasion when both critics could suggest, by next Tuesday's sitting, items we would like to spend a little more time on and perhaps call some people in.

That might take a little while, but perhaps by next Tuesday both critics could agree upon a couple of matters on which they would like to invite some other people to come before the committee, so there would be the opportunity to have them provide some testimony to the committee and perhaps go into a little more depth on particular subject matter than we normally do.

Would that be an agreeable way to proceed?

**Mr. Conway:** Before you intervene, Mr. Chairman, I have spoken to Mr. Breaugh about this and it is certainly my preference. I recognize the minister's concern, and it is a justifiable one, not to tie up everybody everywhere for weeks on end in anticipation of questions or concerns that are never brought forward. I would much prefer identifying a couple of areas early. I can name two right off the bat that are of interest to me.

In the course of these next hours I want to have a very good look at health service organizations; where they fit in; what you see as their role and function in future. I want to talk about ambulance operations, as I indicated to you earlier. Those are two items on my list. There are others.

I would be very interested in working out a means and a mechanism whereby we could, with concurrence on all sides, identify as many policy areas as we think we can accommodate, with some specificity or otherwise, and deal with them. We could deal not only with the government's view of a given operation, like health service organizations for example, but I would be delighted if we could hear at least—we have to be careful here because I think we can get ourselves



into some problems—I want to stay within the allocated time. I do not think we need to add great numbers of hours.

But for example, after hearing from the minister and having a discussion on a topic like health service organizations, I would love to get somebody from the Toronto area, if it were possible, to come in and allow us some opportunity to cross-examine them. I think that is a much more meaningful exercise.

**Hon. Mr. Timbrell:** I understood we were still working with a parliament, not a congressional system. My understanding of estimates has always been that the minister and the deputy and the officials are here to answer the questions of the committee. If we want an inquiry into various subjects then perhaps we should be talking about a select committee again.

With respect, I would like some indication whether my understanding of the estimates process and estimates committee is correct.

**Mr. Conway:** Perhaps I could speak to that, because this was going to be the first part of my opening remarks, so it is perhaps useful that I put it now.

I think your point about what it is we are doing here and what changes we might intend is timely. This is the fourth estimates procedure I have engaged in on behalf of my Liberal colleagues in the area of health. I think your reference to the parliamentary tradition is useful—or it is at least correct, but it is perhaps not as useful as I indicated earlier. I think the tradition is as outdated as it is quaint.

I remember yesterday in the House the member for Scarborough North, the Minister of Intergovernmental Affairs (Mr. Wells), pointing out that we needed to respect the parliamentary traditions on the one hand, but be modern in our recognition of our responsibilities. That was the argument he used to justify something else I intend to talk about a little later.

I personally believe, as perhaps a suspicious oppositionist, that this process—the normal estimates process—is not only outdated and largely irrelevant but it is, from the point of view of the government, just an adorned happiness, because it has the practical effect of reinforcing the executive dominance which is clearly the case in jurisdictions like ours and elsewhere.

That is my observation. Others here may disagree with me. But I think from the point of view of what the Legislature—not the government, but the Legislature—has as its

responsibility, there is just no way I believe, as one private member here in this estimates committee or in any other committee, that it can do that job effectively under essentially a 19th century setup.

I suppose, as well, I have been encouraged by the immediate past experience of this committee. For example, I think of 1978 when we very properly, very wisely and very productively engaged ourselves as a committee on the famous Ontario Health Insurance Plan review. That was great, good fun, if I might say so, as well as really being what we, as a committee, are here to do. I thought the dialectic there gave some credibility to a Legislature, trying to deal with an executive branch which does have very considerable resources—and need we look beyond the other half of the room?

I think not only in that reference, but in the special references that took us through the Lakeshore Psychiatric Hospital closing and the active-treatment bed ratios of last year, we had in this health part of the social development committee engaged ourselves, from my point of view, in a right and proper course of activity. I would certainly see that kind of special reference as infinitely more useful than the line-fence generalization which normally occurs in the traditional estimates process.

3:50 p.m.

While not in any way diminishing the desirability of that as I see it from the point of view of the minister, I am not so sure if I were in his place I would not want to have the traditional parliamentary estimates nullity take place.

I prefer to be more modern in my view and to agree with my friend from Oshawa, with of course the concurrence of other members and the chair, that we might somehow try to evolve consideration of a couple of special references in the coming weeks. That, Mr. Chairman, is not only the first part of my prepared text this afternoon, but something about which I feel rather strongly.

**Hon. Mr. Timbrell:** If I may, my concern is that it may well be the time has come to scrap various aspects of the parliamentary system.

**Mr. Conway:** No, adjust, modernize.

**Hon. Mr. Timbrell:** I am just picking up on what you said. This is a matter that should be considered by the House leaders, at the very least.

**Mr. Conway:** Where do they come into the tradition? Another executive tyranny.

**Hon. Mr. Timbrell:** As to what is going to be the standard around here, we take a great deal of time and pain to make sure we have reasonable rules of order in the Legislature. Rather than ad hocking the rules of order to death all the time it would be helpful to us and the House leaders to take a look at it, and/or the committee on procedural affairs, which is chaired by the member for Oshawa in another room at another time, and which from time to time examines the rules of the House, as to their desirability.

I would point out that you, as a member of the House, or that any 20 members of the House, do indeed have the right to petition this committee or any other, to examine any matter and to conduct such inquiry and call such witnesses as you please. That has happened before, to varying degrees.

**Mr. Breaugh:** Maybe we should take the minister up on that suggestion. We have done that successfully before. We have had several—

**Hon. Mr. Timbrell:** Fine.

**Mr. Breaugh:** That is a thought.

**Hon. Mr. Timbrell:** That is fine. I am just suggesting to you that it would be worth considering how you want estimates to be carried out at the level of the House leaders. Now if you want a congress, then you had better take on the responsibilities of a congress too, and not try to have the best of both worlds.

**Mr. Chairman:** I do not want to spend a lot of time on this. Mr. McClellan, did you have a comment?

**Mr. McClellan:** Only in support of the notion. I think since before I was elected to the House, various attempts have been made—and I can recall when Elie Martel was the social services critic the attempt being made—to alter the traditional format of the estimates, not completely but with respect to selective priority issue areas and inviting witnesses to participate in the deliberations of the committee.

I do not think that is, or should be seen, in any way as a threatening kind of motion. I think that is a helpful exercise both to members of the opposition and to the minister and his officials as well. The point of the exercise is to try to open the discussion up, at least a little bit, so that, on areas where the committee can come to an understanding, it would be useful to hear from people affected by the content of our deliberations here; that there be at some point during the

estimates an opportunity for that kind of dialogue to take place.

I am just suggesting it has been done in the past. I know in the 1974 Community and Social Services estimates some witnesses were permitted to join in our discussions. I hope we could come to an agreement to—

**Interjection:** We did that in Colleges and Universities this year.

**Mr. McClellan:** Sure—to broaden the format.

**Hon. Mr. Timbrell:** I am not necessarily attacking it. If you want to get into that, there are bound to be delegations and issues that I or members of the government party would like to bring in. You eventually come to the point that you have to question the whole setup for estimates. Is 20 hours enough? Is this type of structure enough? Should there be one estimates committee that is responsible for the whole of the government?

All I am suggesting to you is that the rules of the House are important. You only have to look at the debates in which we have got into procedural wrangles in the House to see that they are important enough to all parties for the matter to be considered by the House leaders. They are meeting in two days' time. Perhaps you will want them to look at it then.

But let's not just ad hoc ourselves to death around here with the House rules.

**Mr. Conway:** Oh, for heaven's sake, Dennis.

**Mr. Breaugh:** Since I began the argument, perhaps I could conclude it. What I am proposing, perhaps because I am a rigid parliamentarian, the most traditional one in the room it seems—

**Mr. Conway:** Our version of Stanley Knowles, I hear.

**Mr. Breaugh:** A younger version.

**Mr. Conway:** The question is do we have arrowroot cookies and tea at three?

**Mr. Breaugh:** What I am alluding to is simply that within the current standing orders there are provisions which would allow us to do what I suggested. I am not suggesting any deviation from the standing orders whatsoever, neither am I suggesting anything which might concern the House leaders or anybody else. This committee has the power, if it chooses, to call witnesses during estimates. A review of the standing orders was conducted by my committee a little more than a year ago and the recommendations were adopted by the House.

I am simply saying that we live within the standing orders; that we provide for a generalized opening set of remarks; that we proceed through the votes and earmark certain votes which we delegate, as a courtesy to those who might be involved in this, and that on certain days we would conduct those votes.

We did offer to the minister, quite rightly, the opportunity of preparing a brief or a report for the consideration of this estimates committee, and the opportunity to have as many staff as he sees fit to have in the room at any given time; as well as a good deal of flexibility in answering and calling staff and so on. I am, therefore, simply indicating that it might be useful for the committee to consider certain witnesses by invitation from all members of the committee, if we can find a quick consensus on it, so that under certain votes we might hear the expertise of not only the ministry staff themselves, but also that of some people who are working in the field.

I am not suggesting any revolutionary thought in that regard. It is all covered under the current standing orders and is quite within the purview of the committee. I simply think it might be a useful exercise for us to go through in the current round of estimates.

**Mr. Chairman:** I think there are two points here. The first one deals with the time allocation. Anything we do has to be done within the 20-hour allocation.

**Mr. Conway:** Absolutely.

**Mr. Chairman:** With respect to that time allocation, it has been the general practice—a good one, I think—that the critics, and in some cases the committee, can agree to allocate certain time arrangements to individual votes or to items within time arrangements to individual votes or to items within individual votes. That is quite proper, and I think it is a good use of the committee's time. There is no problem in doing that.

The second point is the matter of calling witnesses. The point has been made that this has been done before, that it was done in 1974 and was done this year with the estimates of the Ministry of Colleges and Universities. To my knowledge, it has been done, but it has been done in a way that involved the agencies of those ministries, emanations of the ministries. For instance, in Colleges and Universities this year, the president of the Ontario Council on University Affairs came in and spent almost two hours before the committee. That particular

body is an emanation of that ministry. So that was quite proper.

The same thing occurs with the Ministry of Culture and Recreation, which has a number of agencies, such as the Ontario Educational Communications Authority, Ontario Heritage Foundation, Ontario Lottery Corporation and the Royal Ontario Museum. All of those are emanations of that ministry; the people involved in those agencies can come before the committee to express their views and outline to the committee the functions and the programs they undertake from time to time. It is quite proper, all within the confines of the standing orders as they are at present.

If you are asking me and this committee to reform the whole process of estimates consideration, I'm afraid I can't do that. Obviously that has to be a matter for the procedural affairs committee. I simply do not have the power to undertake that kind of thing. All I can do is abide by the standing orders as they exist at present. I am quite prepared to do that.

4 p.m.

If the members have in mind calling people within the Ministry of Health who function at arm's length from the ministry, if I may put it that way, I see nothing wrong with that. But if we are going to get into the process of calling people who are entirely outside the ministry umbrella, I think that is more properly a hearing process for another time and another place. If the members want to use the device whereby 20 members in the House can indicate that they want the annual report referred to committee for a specific purpose, that is currently one mechanism that can be used.

I see nothing wrong in calling people to come before a committee and to express views, as long as they are identified as being with the ministry itself in some fashion.

**Mr. Conway:** I will be very quick, because I don't want to prolong this unduly. I find, then, that the agreement is we won't make any effort, in which case it is fine, and this kind of a committee deserves the sort of irrelevance that isn't normally its role in life.

There are days when I would like to take the minister at his word with regard to his traditions. I am sorely tempted almost to pick up the public accounts and demand the appearance at this committee of everybody who appears in the blue book as earning over \$25,000 and have them justify their existence over 20 hours. That would be, if you wanted to be very specific about the tradition, much more in line.



The point is, if that is your ruling, Mr. Chairman, I accept it. I regret that we are not able to direct ourselves in a more meaningful fashion around here. I say, as a private member, it simply perpetuates, unhappily as far as I am concerned, the executive dominance—dare I say tyranny?—which is perhaps the natural result of a 37-year dynastic presence.

**Hon. Mr. Timbrell:** You and I haven't been sitting in the same minority Parliament for five years if you can talk about executive tyranny.

**Mr. Conway:** Well, didn't you have a good day so far?

**Hon. Mr. Timbrell:** They must have cut your hair a little too short.

**Mr. Chairman:** I just want to respond to you, Mr. Conway, in this way. I do not have the responsibility to reform the standing orders. All I can do is abide by them as they now exist. While I may have certain private sentiments which coincide with your own from time to time, I do have a responsibility to run the committee on the basis of the existing standing orders.

**Mr. Breaugh:** Mr. Chairman, I think, to present the voice of sweet reason once again, we have a solution here. I simply ask that you take under consideration the matter of calling witnesses. It is my understanding of the current standing orders that committees, even during estimates, have it well within their jurisdiction to do so. I ask that you stand that one down and make a ruling on it. Next Tuesday, I believe, would be a reasonable date for that.

If it is the chair's feeling that we should not be calling witnesses of that kind, there is certainly ample scope in the current standing orders to terminate after 10 hours, to refer the annual report, and then to call the witnesses we might want. So, one way or the other, the witnesses will get in front of the committee, and the committee will be able to do the work it wants to do.

If you could do that, Mr. Chairman, I think we will have reached an accommodation.

**Mr. Chairman:** I will undertake to do that, Mr. Breaugh.

**Mr. Breaugh:** Thank you.

**Mr. Conway:** Thank you very much, Mr. Chairman. I appreciate your indulgence in these housekeeping matters.

I won't be unduly lengthy today, just as I am not, generally, on any other day.

I must say at the outset it is interesting that the minister has no opening statement.

He has given as justification the fact that we had the supplementary estimates in the House a couple of weeks ago. That notwithstanding, I want to say for the record that I have noted the absence of the usual ministerial—

**Hon. Mr. Timbrell:** Presentation.

**Mr. Conway:** I was trying to think of a little more colourful word, but that will have to do.

It is perhaps an indication of the stage of things at present that we do not have an opening statement from him. I am sure he won't mind my reference a little later on to his very interesting presentation to the Hall commission here in Toronto, March 31, 1980, as a contemporary statement of the ministry point of view in so far as the purposes of my outline will be concerned.

Does the minister have a question?

**Hon. Mr. Timbrell:** Did you send me your presentation to the Hall commission? I missed it.

**Mr. Conway:** Yes, I did. I think you have it.

**Hon. Mr. Timbrell:** I will check the mail.

**Mr. Conway:** The minister wants to have it both ways in terms of the old tradition. It is my understanding from reading all kinds of learned scholars that the job of the ministry is to propose and the job of the Legislature is to dispose. So that I hope you understand the obligations that have developed to you, Mr. Executive Councillor, in that connection.

**Hon. Mr. Timbrell:** I was just curious. I will check our mail to see if it has gone astray.

**Mr. Conway:** Of course, it is not my business to go about chasing federal inquiries across the vast expanses of this land—

**Hon. Mr. Timbrell:** Don Mills?

**Mr. Conway:** —to make such speeches as I am elected to make in this room and in this place. There is no presentation from me to that commission. I felt that my position, particularly, was well stated in the Ontario select committee on health-care costs and financing. I am still proud of it and stand by it. I would just refer you to that document.

**Hon. Mr. Timbrell:** That is the position of your party, is it?

**Mr. Conway:** Yes, indeed. That is how it was presented. If you can read, as I understand you can, you will see it addressed as such.

**Hon. Mr. Timbrell:** Okay. I just want that on the record so we know. I have been try-

ing to find out where the devil you stand on these things.

**Mr. Conway:** The health horizon 1980 is a rather different horizon from the one that presented itself here a year ago. I must say, by way of a general introductory comment, I am somewhat impressed by, and at the same time almost alarmed by, this new-found calm that spans the first level, at least, of the health sector in the province. An almost eerie stillness has come over the debate in Ontario in relation to health matters.

Gone are the days of not so long ago when almost everyone and everything in the health care sector ached and pained under what one of my colleagues calls "the iron heel of Tory restraint."

**Hon. Mr. Timbrell:** What about Stuart Smith?

**Mr. Conway:** Well now, Mr. Chairman. We just had a debate about how we are going to proceed. Either my good friend from Don Mills is going to restrain himself and allow me the historic courtesy of making an uninterrupted speech, or he is going to wish to engage me in some kind of dialectic that he has just a moment ago discarded as some kind of congressional effect. Now, he cannot have it both ways.

**Hon. Mr. Timbrell:** That would not be allowed in the Congress.

**Mr. Conway:** He cannot have it both ways. What is his desire?

**Hon. Mr. Timbrell:** I was just curious to know more about the speech your leader gave in Frontenac-Addington last September about no more social—

**Mr. Chairman:** No, there can be no digression. You have the floor, Mr. Conway. Carry on.

**Hon. Mr. Timbrell:** Sorry, Mr. Chairman.

**Mr. Chairman:** The minister can respond to both critics after they have completed.

**Mr. Conway:** I thank you for that ruling, Mr. Chairman. There are days when I think I should become controversial.

The calm, as I have described it, I can personally explain on the basis of two reasons, although I suspect there are more. To be sure, the inexorable march of the ever-advancing provincial general election is, from my point of view, a very significant, almost transparent, explanation of why this quiet exists. As all members will appreciate, it is almost frightening to pick up everything from the *Sydenham Chronicle* to the *Toronto Sun* and read about the goodness of the Ontario government.

My leader rose in the House and drew to the attention of honourable members the beautifully coloured ad saying "Happy Hospital Day," or whatever. I do not believe I have heard the mellifluous tones of the minister on the radio, though he probably is there, telling the world in Ontario about the joys of his government's participation in health care. He would certainly have to compete with Bob Welch, the Minister of Energy, and others who it seems are on the airwaves incessantly.

4:10 p.m.

There is no doubt in my mind that as we approach the fourth and final year of this 31st Legislature the prospect of an election is having a beneficial, if short term, effect on the problems which have existed in these last three or four years in this province and in the health care sector in particular.

I think a second reason—and I know my good friend from Ottawa Centre (Mr. Cassidy), the leader of the New Democratic Party, would be quick to associate himself with these remarks—is we really now have a government in this province and a minister and a Ministry of Health which have been made sensitive by this committee among others to the danger and the damage being created by past policies of the 1970s.

Who among us can ever forget the revelations that have been made in this particular committee and, Mr. Chairman, who better than you to privately ruminate about the impact which you and all of us have known to have been the case with the incumbent Minister of Health, in recognizing the kind of policy making that was going on in health care?

I mentioned earlier, and I will repeat now, the famous OHIP debacle of two years ago. The deputy minister frowns, and he certainly can frown, because his was an absence from that particular experience, though I might dare to suggest his presence today in the job he now holds at—I notice in public accounts—a rather handsome salary, though presumably earned, is in no way unconnected with the experience I talk of regarding the OHIP debacle.

I don't know that it was a private conversation I had with the former Deputy Minister of Health, the current man's immediate predecessor, but in the conversation, which I will assume was public, he was bitter about some of the comments I made in this chamber not too long ago, about why it was he has gone on to the widely applauded and universally acknowledged promotion—that is, the deputy minister rank in social



development—and a new deputy has come in to help. I suggest that change was in a significant measure the result of that particular OHIP situation.

I will never forget the current minister smoking at an ungodly and an unhealthy rate while minions and mandarins all about were revealing in almost sweet innocence the way in which, in this case, our health care system was being financed. In that connection—and I am sure my friends opposite who have shared with me an aversion to that eminently regressive though predictably Tory taxation principle represented by the premium mechanism, will wonder with me, perhaps more than wonder with me, at the disappearance of the visible link this year. The commitment from this government is to maintain the premium and to adjust it so as to relate it to premium revenue, to a certain percentage of overall health expenditures. That is the stated position of this government which my colleagues in the New Democratic Party and I properly repudiate, but accept as their position.

I was quite amazed this year to sit in my place on the evening of April 22 and await the visible link's readjustment, and lo and behold, the visible link became invisible this year. There was no increase as there was last year, and presumably as there should be every year, to connect that funding and financing mechanism with the ever escalating costs of providing health care.

I wonder aloud now, for the minister's attention, why and where the link has not been adjusted as we were told it would and should be.

I suppose it's almost cynical and mean and mischievous of me to say this, but I believe it is the first opportunity we have had in this committee since the airing of that Raymont film which I am sure all members saw called "The Art of the Possible," dealing with the government of William Davis, which I thought was a smashingly good film. The part of the film of interest to this committee was the part that dealt with the behind-the-scenes discussions about that famous premium increase in 1978. Who in this room—and I see the deputy leering in a way that makes me feel he saw the film whereas others probably didn't—who will ever forget Ed Stewart leaning back, or perhaps it was the Treasurer leaning back—if memory serves me correctly it was the former Treasurer, Mr. McKeough—

**Mr. Breaugh:** In those days we had a Treasurer.

**Mr. Conway:** Indeed we did. Who can forget in that film, since I have reminded myself of the visible link, that when they talk about raising revenues and Mr. McKeough indicates to the assembly in the cabinet office—I believe the Premier (Mr. Davis) was in attendance on that occasion—that they were going to raise the premiums in a way that would make Mr. David Warner just—what's a polite way of saying this?—froth to indicate self-righteousness, because he was quite right.

Remember our friend Mr. Warner saying this was a violation of the principles he believed in and that the reason the government was engaging in this premium increase was because they didn't have to bring it before the House and they could do it by regulation? There in the privacy of this film was the Treasurer admitting that and leaning back in a chair, snapping his fingers to the secretary of the cabinet, and saying, if memory serves me correctly, "What's the rhetoric we use to justify?" "The visible link," said Mr. Stewart. I stand to be corrected on some of the language but I am certain of the correctness of my description of the import of that discussion.

I recommend that film to anyone who has an interest in public policy making in this province. It was an absolutely endearing thing to watch, because it justified a lot of the things that have been said here by those of us who are lowly oppositionists and not yet given the opportunity to sit there at the high table of cabinet decision-making. That film and that process about raising the OHIP premiums was really instructive.

I wonder if I might conclude this digression by asking for comment from the minister as to what happened. Has the visible link become the missing link, in the words of my friend from Bellwoods? Can he explain how it is that government policy seems to have taken a sharp turn in this connection? Where is the increase that is presumably a consequence of stated government policy in this connection? But back to the main thrust of my text.

The Lakeshore Psychiatric Hospital experience again was an opportunity in which we had the pleasure of seeing the government brought before a committee to justify, in a way that it had not had to justify in a long time—I suspect probably not since the modern Legislature, whenever that can be dated, began. What was interesting about that experience was that, through the Ministry of Health's argument, the government's policy was seen to be weak, to put the chari-



table construction on it, and wrongheaded and mischievous, if not dangerous, to put a less charitable construction on it.

The whole business we found ourselves discussing last year was in that connection, as it was in the question of the active-treatment bed ratios. The government trumps up a case—perhaps that's too mean a term; the government puts forward a case in the name of good health care planning and tries to engage the province generally and the health committee specifically to meet that particular policy on the stated grounds of good health care planning.

4:20 p.m.

It became clear, I think, to all reasonable men and women in this room that good health care planning had much less to do with the closure of the Lakeshore Psychiatric Hospital than bad health care planning in an earlier day and the urgent financial and budgetary pressures that were impacting—to use that marvellous bureaucratic phrase—upon the government of the day.

Look at the situation today. I know the leader of the New Democratic Party has taken some credit for an amelioration of the restraint and used it, I might add, for unheard of positions from his point of view, but that is another story. I personally have some reason to believe that the Minister of Health has learned, painfully as it might have been, some if not all of the lesson that this committee experienced in my time here—and in his time, since I arrived at this committee some days before him.

I think that partly explains some of the improvements, and I want to be fair and balanced and to give him credit for recognizing the error of past ways. I have it on good authority that it was a dejected, plaintive Dennis Timbrell who left this room last June, went to the room on the second floor in the east wing, met the lord of Brampton and complained about the unenviable, the impossible position in which the government had placed him. He could no longer justify the unjustifiable. The standing committee on social development was quite right in most, if not all its deliberations and recommendations last May and June with respect to the public hospital sector. You simply could not give hospitals in this province a niggardly 4.5 per cent increase and expect not to have problems.

He knows better than I whether those reports are true, but it is on some good information that I said he put his foot down, not only with the Premier, but with his colleagues. There was, it seems, some causal

relationship between that private determination and the public statement some weeks later that \$65 million or \$80 million, or some amount in between, of additional dollars had been found for the health budget.

This committee does right to take some credit for that process and I want to congratulate the minister on his ability to extract those dollars out of his colleagues, since we have not really had any estimates, or an opportunity to talk about it, since that time. I simply regret, for the public record, such a plaintive and pathetic exercise by a senior minister of the crown charged with public policy making in the social policy field. I regret he should ever have been forced into such a hapless and unfortunate set of circumstances. I presume it is not likely to occur again.

When all is said and done, this Ministry of Health and this Davis government still take first prize for chutzpah. In that connection, I want to use Frank Miller's budget statement of April 22, 1980. The minister is going to get a little tired hearing me say this but I want to repeat it now because I have said it elsewhere. I believe it firmly and I don't want it to be misunderstood as being anything less than I will offer it as being.

I arrived here in the mid 1970s, like my colleagues from Oshawa, Quinte and Bellwoods and others. All we have really known is the impact of a significant restraint policy on the public hospital sector and the complaints that have arisen within that sector, both with the psychiatric hospitals and the problems of medicare as they relate to insufficient funding.

There is no question in my mind that this government has tightened the financial controls on the health care system in a way that has not taken into consideration the fact it spent money like a drunken sailor in those happy, halcyon days of an earlier period. They gave money to just about everyone who seemed to want it, particularly to the institutional sector. Not being here at that time, I suppose there was a good argument for doing it under those conditions. They were famous for their generosity. They were building wings and doing wonderful things all across the province.

All of a sudden, Frank Miller announced with a vengeance in 1975 that hospitals would close and that restraint, because of the difficulties of the time, would become the order of the day. It was, for many people in the health care sector, like leaving a sauna and taking a January dip in Hudson Bay. They weren't in any way acclimatized to handle

this overnight change from largesse to restraint. I have said earlier, and I repeat now, this is a government that systematically strangled and starved the public hospital sector in this province to within an inch of its life.

Having done that—this is where the chutzpah comes in—the minister and his colleague, the Treasurer (Mr. F. S. Miller), give themselves great credit. I will read from page 21 of the budget statement of April 22, 1980: "Last year it became evident that health services were beginning to experience strong cost pressures that could not all be accommodated by further efficiency measures. In 1979-80 the budget of the Ministry of Health was increased during the year by \$71 million, of which \$60 million was earmarked for hospitals."

The explanation as to where that money came from and why it was necessary has much less to do with cost pressure than with the niggardly 4.5 per cent that put those people in that unbelievably untenable position.

To continue: "In the new fiscal year the Ministry of Health budget will be increased by 11.4 per cent, an increase of \$487 million. This will include provision for 600 additional nursing home beds; a generous increase in compensation for family doctors; an additional \$34 million for the construction and renovation of hospitals; and a 40 per cent increase in expenditures for home care services."

We can applaud those statements, but we have to consider where they are coming from. You can't have it both ways. You can't on one occasion, within 12 or 15 months of this date, announce the requirements for a 4.5 per cent increase and then within a year cover yourself in a cloak of self-righteous self-congratulation as to the generosity of your approach to the public hospital sector.

I heard the Treasurer say that and I have heard the minister make some of his comments. I would that I had that kind of political nerve. I suppose it may explain why you are there and I am still here. To know what you know, to know what you have done, and to stand up and appoint such congratulatory phrases in your own interest is truly chutzpah the like of which I have not seen in five years. I want to comment briefly upon it.

What can be said of the Timbrell-Campbell administration? I noted somewhere the other day that the new deputy minister, Mr. Campbell, has been in harness now for over a

year. I think there are a couple of points that deserve comment in that connection.

To be sure it is very different to its immediate predecessor, the Timbrell-Backley administration. If someone forced me to capture in a phrase the operative principle of the Timbrell-Campbell administration of health, I suppose it would be, "Steady, aye, steady." It is an administration which seeks quiet, equilibrium and a minimum of dislocation. I say this in the most positive way I can because I don't mean it in a perjorative way, lest the minister think otherwise. It is a very political administration.

4:30 p.m.

I believe what I said publicly. We have this deputy minister because he is a much more politically acute, aware, well-connected, and politically sensitive senior public servant than his predecessor. I think that appointment is not a bad one, if that is the worst or the best that can be said of it. That is quite acceptable to me.

It always struck me that some of my colleagues complained about the appointment of Hugh Macaulay to the chairmanship of Ontario Hydro. I will use this example. I have no difficulty with that at all. I think one ought to appoint someone of that connection to that kind of position. The history of that provincial enterprise points to the overriding need for that sort of appointment.

The consequence of that position is that the Power Corporation Act is just a political science nicety that is, by and large, irrelevant to the real power structure that exists, and that in my mind almost certainly has to exist, between that particular agency and the cabinet. I have no difficulty in accepting a highly political deputy, whether it be in the Health ministry, or the cabinet office or other positions of a similar kind.

The Timbrell posture is itself a fairly political one. I think it is not unrelated to a broader ambition in that personality, and a quite commendable one I might say. It is useful to comment upon this, because it really does relate to the way in which public policy is going to be made in these critical days for the health care sector of this province.

Leadership in the health care field in Ontario will be leadership under Dennis Timbrell only, in my view, if it accords with leadership of a slightly different kind, presumably in the not too distant future. I think that particular relationship is a useful one to recognize and to monitor.

I can digress for a moment and comment in the presence of my good friend from Peter-



borough (Mr. Turner), the parliamentary secretary, and the minister, about some of these political relationships that develop in minority governments. My friend from Oshawa (Mr. Breaugh) might want to comment on this in his introductory remarks. This administration, as I have tried briefly to sketch out for you, is one characterized by political action. When one meets with the myriad of component parts in the health care industry, whether it is one's good friend the chiropractor, or one's good friend the podiatrist, or one's good friend the hospital trustee, from the point of view of an opposition critic one wonders what should be happening, what might be happening and what might occur.

I wonder if the member for Oshawa has had this experience of mine. More often than not, one is told by those people in private conversation: "We understand that bill. A smashing, positive, powerful initiative is there to be taken. It is you guys in the opposition who are holding back the progress we speak of and need. If you would only see the light of day and not block these bills, not block these widely acclaimed initiatives, it would be such a better place in which to practise medicine and in which to be involved in health care planning."

I sometimes shudder at the things with which I am associated in the negative. I have a litany with which I will not bore you. I have had chiropractors tell me that Liberals are the ones who stand against reform and I have had others in other sectors do that same. I had better not be any more specific lest I get myself in real trouble. The specifics are not important. I just share a point of view.

I share an experience which has been that of my friend from Oshawa as well, that there is a convenient policy or practice followed in the ministry. It is very clever and not one that I would necessarily eschew myself were I in the position of my friend from Don Mills. I am just reporting on its presence. It is useful sometimes to take the obstructionists, which we are alleged to be, into your confidence about what precisely it is we are obstructing.

I have been told from time to time about things I apparently stand against when I had no idea they even existed. So in the interests of fairness, if not in the interests of progress, I would certainly urge you, Mr. Minister, and you too, Mr. Parliamentary Secretary, privately if not publicly, orally, if not in writing, to inform me of what it is I apparently am objecting to, particularly if I am the only obstruction standing in

your way. Because I, like others in this country, am all for deblocage.

Let me digress here as well. In the instance of leadership—and it was really brought to my attention by the Ontario Hospital Association publication FYI, of February 27, 1980. I read these with the passionate regularity that I know all members of the House do. The one I am referring to—

Hon. Mr. Timbrell: He sure reads Hansard.

Mr. Conway: "Deputy at Dinner" is the title of this reference.

Hon. Mr. Timbrell: As long as it is not "Deputy Boredom."

Mr. Breaugh: What is his name?

Mr. Conway: May I quote, Mr. Chairman? It says—

Mr. Breaugh: He is not in this estimates book.

Mr. Conway: I quote: "Deputy Minister of Health Tom Campbell was a most welcome guest speaker at the OHA board dinner prior to last week's meeting. Looking back over his first year in the job, Mr. Campbell said he felt the state of hospital and health care services in Ontario was generally very good and cited a recent government-sponsored poll indicating that public satisfaction with OHIP was higher than for any other provincial program."

That, together with the very interesting and informative document that is appended to the minister's statement to the Hall commission, which I have read twice, I might add—

You seem to be very nervous about my absence on that particular occasion.

Hon. Mr. Timbrell: It just indicates your party's lack of interest.

Mr. Conway: I think that is almost callous—

Hon. Mr. Timbrell: It was meant to be.

Mr. Conway: —and knowingly untrue, if not misleading.

Hon. Mr. Timbrell: No.

Mr. Conway: Of course, Mr. Chairman, I would never impute misleading motives to the honourable minister—

Hon. Mr. Timbrell: Callous it was meant to be.

Mr. Conway: One minute he mellows and the next minute he admits to his callousness. Who am I to believe?

Hon. Mr. Timbrell: I have this problem with diversion.

Mr. Conway: I know my friends in the New Democratic Party will have heard it as



well. He points out that this is a fine health care system and it has been widely applauded. What he really means to say is: "We know it is that way because we have opinion polls which tell us it is so. We have surveyed the people in Sarnia and in Peterborough and in Jawbone, and they tell us that it is an incomparable health care system that delivers incomparably positive, progressive, needed, general health care services. The polls tell us so."

This ties in with another of my frustrations relating to an earlier comment. What are we to believe of a government that relies so publicly and apparently so obviously upon the public opinion process, the poll-taking process?

**Mr. Turner:** Is that not what government is all about?

**Mr. Conway:** My friend from Peterborough asks, "Is that not what government is all about?" I always believed that the role of government was by and large a leadership role, and that leadership was not so much a matter of running out and taking myriad public opinion polls, finding out who the broad centre was, where in fact the public was, and rushing in to associate yourself squarely behind it.

4:40 p.m.

**Mr. Turner:** You are looking at it backwards.

**Mr. Conway:** That seems to me to be perversion of the great parliamentary Toryism that was so eloquently articulated by Edmund Burke, among others. Since this government, through this minister, has passionately defended traditions, I just wanted to point out to you, Mr. Chairman, if to no one else, that I—

**Mr. Cooke:** You state your opinion of what is wrong and then change it to meet public opinion.

**Mr. Conway:** My friend from—I sound like Tom Wells—my colleague from Windsor-Riverside—

**Hon. Mr. Timbrell:** You have your hair too messy. Your hair is too messy.

Interjections.

**Mr. Chairman:** Order.

**Mr. Conway:** In terms of health, I invite you when you go to dinner, or when you go out to speak, or even when you sit down to ruminate about what you might do, please try, for my benefit if no one else's, to avoid such public reliance on what I believe to be the wretched, insidious government by Gold-

farb and Gallup, good Liberals though some may be.

I think I have made my point. It was drawn to my attention in that connection and in the presentations I spoke of earlier. If that is the way in which policy is going to be made, then I really do fear for the longer term. There are, as we all know, some decisions that are tough and intricate and that no opinion survey research is going to assist with. I get the alarming impression that one minister who is talking to another will have to await some clearance from Goldfarb. I think that would be a wrong kind of government to have.

Somebody asks about the federal government. I do not know about the federal government.

**Mr. Breaugh:** We do not want to talk about the federal government.

**Mr. Conway:** I do not know that I have a mandate to talk about the federal government, but I am known sometimes to talk about things for which I do not have a mandate.

**Hon. Mr. Timbrell:** Or a knowledge of.

**Mr. Conway:** "Or a knowledge of," says my friend from Don Mills. It may be so, but one only has to cast about. I wonder what you would look like, in a policy sense, stripped of the wind of well-paid, well-trained, well-meaning, hardworking civil service underpinning that is about us in this Hepburn Block and at Overlea Boulevard and other places.

That makes me want to ask another question. I would like to leave that one. I wonder what you would look like or sound like, in a policy context, standing on your own, shorn of these supports.

**Hon. Mr. Trimbrell:** Do you mean the way I do when I talk across the province?

**Mr. Conway:** I have seen you on platforms and I dare say you are not unconnected to the staff who sit about you. I remember reading a speech given to the Progressive Conservative students at Osgoods Hall in January 1978, I believe. The speech was so interesting, so utterly unbelievably amazing that I personally inquired as to who wrote it. He or she shall remain nameless, but it is in there. There is a connection. I take you at your own invitation. I wonder how many times, how great is the reliance? I suspect it is much more than less, but we shall leave it there for the moment.

I talked about the Hepburn Block and about Overlea Boulevard and it made me think. I did not plan on bringing this up at

this particular time, but it should be put on the record for your response at a later date. It has to do with a marvellous community we both know, more or less, and that is Kingston—not far from Napanee, for my friend from Oshawa.

I wonder if you could do something, during the course of these estimates, with somebody's help here; it may not be here, it may be elsewhere. I want to have in black and white, I want a document of some kind within the next few weeks that puts out precisely where the Kingston Ontario Health Insurance Plan move is at June 1980, three years and three months after the government initially committed itself to it in 1977.

You will promise, no doubt, to give me that assurance. You will give me a statement. I want it in a handy little page or two or 10 or 20 or whatever. I want it to be very specific. I want you to tell me exactly who in hell, who from OHIP, is going. Might you be so helpful as even to give me a list of designations and of names, if you possibly can?

**Mr. Breaugh:** He just gave you the location.

**Mr. Conway:** I realize that, but I had that three years ago.

**Mr. Breaugh:** He was very specific.

**Mr. Conway:** I want to know exactly who is going, what is going, when they are going—

**Hon. Mr. Timbrell:** We're going to have to tear the whole store down.

**Mr. Chairman:** Order.

**Mr. Conway:** I will repeat myself for the minister's edification so there will be no misunderstanding. I want to know from you before these estimates are out exactly who is going to Kingston, what their names are, what their positions are, what branches, sectors or other units of the Ministry of Health generally, or of OHIP specifically, are going to Kingston.

I want to know specifically when they will be leaving their current locale and their current designation, when they will be relocating in Kingston, with whom they will be working, where in Kingston they will find themselves, and any other information related to that move that is available to you now, three years and three months after the statement was offered in a go-east strategy in 1977.

I assume we will have that from you. You do not seem to indicate either way.

**Mr. Chairman:** Perhaps the minister will respond when he is responding to the comments of the critics.

**Mr. Conway:** Isn't it amazing how he can be so motionless and reticent when the occasion requires it? It is a commendable restraint.

I have a few more things to say about things that were expected and have not yet come down the pipe, as it were.

I was under the impression over three years ago from not only public utterances that were made by the then parliamentary secretary to the Ministry of Health, my good friend from Perth, the member for Lanark (Mr. Wiseman), but also from others in the government, that we were then on the verge of new foot care policy for Ontario, which might involve legislative changes.

Will the minister elucidate? I recognize he mentioned it again in a statement here, if I can find it now. I have seen it referred to. I am not saying it has not been mentioned elsewhere—

**Hon. Mr. Timbrell:** What are you reading from?

**Mr. Conway:** I am talking about foot care policy and any government actions that are going to occur within this Legislature, should any be required. I am most anxious, as I know other members are who have regular contact with the senior citizens of this province.

It is on page 24 of your March document. You indicate, "A second new initiative of the ministry to improve services to the elderly, as well as others in need, is the development of chiropody services in Ontario." You go on to talk about, "The government is establishing a training program," et cetera.

I may have received something in the mail that I mislaid or did not read, but I would like to be brought up to date on specifically what acts or initiatives the government will be proposing this session in that connection, because it is something about which a lot of discussion has occurred.

4:50 p.m.

I mention it in the introductory remarks because it is one of those things in terms of general administration that was promised many years ago. It is not yet obvious to me that we are nearer an implementation of any specific policy.

That also leads me to a question of the health disciplines review. I was rightly or wrongly under the impression that we were going to go through some kind of sectoral review, legislative or otherwise, of the health disciplines. I see the minister shaking his head.

**Hon. Mr. Timbrell:** That is how you describe it yourself.

**Mr. Conway:** All right. Perhaps I have described it incorrectly, but I want him to tell me in his response what his ministry's plans are for the health disciplines. Do professionals and health care people in various sectors have any reason to expect government initiatives that will impinge upon their current legislation?

It strikes me there has been a fair bit of discussion between the minister, his parliamentary secretary, and others in the government with various of those disciplines. Some I have spoken to have the impression that the government will be bringing forward some sweeping changes to various disciplines. I thought it would be useful today to inquire as to which specific disciplines the minister intends to deal with, and in what way, in the coming months.

In that document he mentions a new health protections act. I was interested to see that. I would like his comment on when he sees that coming. I would like to have his view on the mental health amendments. He indicated in 1978—I think publicly but if not privately—when we made the amendments to the Mental Health Act that he would be prepared to undertake a review, given 15 or 18 months' experience with the new act. Is he contemplating anything there?

I mention that because I want to get an idea of what our timetable is going to look like in the coming months in so far as health is concerned. I would like also as many specifics as he can afford on the health protections act.

I want to comment on a couple of things in terms of overview. If I might just ask your indulgence, Mr. Chairman, does the member for Oshawa have any idea how long he will be, because I want to give him a full opportunity?

**Mr. Breaugh:** About an hour.

**Hon. Mr. Timbrell:** Do you want me to respond today or tomorrow? It does not matter to me.

**Mr. Conway:** I am not going to be much longer.

**Mr. Breaugh:** What we could do is get the two leadoffs on today and have the minister respond tomorrow.

**Hon. Mr. Timbrell:** It is just that sometimes the notes are skimpy.

**Mr. Conway:** When did we start? About a quarter to four?

**Hon. Mr. Timbrell:** About that.

**The Acting Chairman (Mr. Rowe):** Twenty to four.

**Mr. Conway:** There were a number of things in your presentation to the Hall commission on health services on March 31 which I have checked, not against delivery but against the heavier presentation. I want to talk about some which are purely informational. I thought I would put them on the record now and give you or your staff an opportunity to get the required information.

You mention on page two, "A study prepared for the US Department of Health, Education and Welfare suggested many features of our plan, and its management, deserve emulation there." I do not know whether I have a copy of that study or I am cognizant of what part of which particular study that—

**Hon. Mr. Timbrell:** It's the McKinsey report.

**Mr. Conway:** I would appreciate that study. If it is a particularly voluminous document, I am just interested to see that particular reference. I would appreciate your getting that for me.

I found it interesting that on page 11 of your introductory statement you talked about the 28 per cent of total provincial expenditures that were devoted to the Ministry of Health in the 1978-79 budget. You go on to outline the ways and means you get that figure from 28 per cent to 31 per cent up to an absolute number of dollars in the order of \$4.4 billion. I am not sure we have it in the estimates. I would like, if you have them handy, to have them pointed out.

Have you got a schema that puts those numbers down in one easy reference, particularly the non-Ministry of Health figures, such as the ones you have mentioned here—

**Hon. Mr. Timbrell:** We have it.

**Mr. Conway:** Other ministries provide health services to bring it up to 31 per cent. Can somebody get that information for me? I would like it and I am not sure I have it in any other place.

You state that you find unacceptable, suggestions that your system is underfunded. I thought that observation should be noted, since it seems to many of us it is a system which has been, from time to time, seriously underfunded. Now he wishes to engage in this happy dialogue.

**Hon. Mr. Timbrell:** I am just amazed at your chutzpah.

**Mr. Conway:** You are talking about two years ago, I remember two years ago with a keen memory. I presume you are back to the old chestnut of that marvellous paper we presented that dealt with the \$50 million elimin-



ation from your budget. If you would like, at a later date, we will take you almost child-like through it. You people have a heck of a good phrase for it by the way, "Reconciliation statement by program".

What we did in that process was essentially reconcile Ministry of Health numbers—

**Hon. Mr. Timbrell:** Your leader wouldn't table his calculations of this activity. We could probably start right here—

**Mr. Conway:** I will check into it. It was nothing more than taking the government at its own word and reconciling your department with the overall government objectives. Applying that regime, the \$50 million was staring at us as something that, by virtue of your own calculations, did not need to be expended. I presume that's the reason for that quizzical stare on your face and for comments following from it. The underfunding aspect has been privately, if not publicly, admitted to us by a number of people in this province.

I was thinking about that the other day when I was reading the *Ottawa Citizen*. I don't know what you have done about this but it is a good time to throw it in. The *Ottawa Citizen* on April 25, 1980, ran a story on page four. I have talked to no one in this connection. I read the papers as most of us do, and the headline read, "Civic Hospital Faces \$1.1 Million Deficit." It says, "The Ottawa Civic Hospital expects a \$1.1 million deficit this year and unless they can squeeze more money out of the province, hospital officials predict service and staff cuts."

I am particularly interested in the Civic Hospital, not only as a regional health centre in the Ottawa valley, but because it was a hospital that we went to in our reference last year. I well remember sitting and listening to the executive director of the Ottawa Civic Hospital talk about the uncommon hardships that miserable 4.5 per cent—that's what Howard Ferguson offered the province in alcohol content in beer, when I think about it—increase in hospital budgets was going to present to that institution. So I was interested in the problems they were facing.

One person, Mr. Stuart Haslett, assistant executive director of finance, suggested in this particular story that they might even have to consider dipping into the new building funds which later on, Chairman David Hill said was not possible because they were specially earmarked.

5 p.m.

I thought that was a useful press clipping because it brought home again to me the impact of budget cuts, the reality of under-

funding as one hospital was finding it, not only a year ago, but now, if that story is to be believed. That story goes on to indicate that the government had been petitioned and, I believe, has said the budget review will begin by June if the hospital's appeal for more provincial grants fails. From that I assume there has been a dialogue between that hospital, the government and the ministry as to whether any funds will be forthcoming. Perhaps you have solved that problem; perhaps they have been provided for in some way that the story doesn't indicate and of which I am not aware.

It struck me that this situation, one which I suspect can be found in other communities across the province, is a living testimony to underfunding in the health care system.

God, I like this phrase. I want to comment on it. On page 12 it says: "... but this is not to say we are uninterested in cost efficiency. That requirement is always with us." I might add here, your honour, that in my visits to every part of Ontario I haven't met a physician or a hospital trustee who couldn't see the benefit of injecting a good dose of efficiency into our hospitals.

Don't show that to Mac Dymond, or Dick Potter or even Frank Miller. They will be very concerned at the implications of that clarion call to efficiency. It seemed to indicate that the minister was admitting to a fairly obvious need for, to use his words, "a good dose of efficiency"—not a small dose, not a medium dose, but "a good dose." From that I assume there is some reason to believe there are all kinds of inefficiencies that can be eliminated from the system. I wanted to point out my interest in his admission of that fact.

**Hon. Mr. Timbrell:** Did you read from those words that the task has been accomplished?

**Mr. Conway:** I don't think it is particularly relevant. When you talk about a good dose, I simply take it as an indication and an admission from you, since you are the first to so sensitively sound the alarm when anyone else moved to question whether appropriations are cost efficient—

**Hon. Mr. Timbrell:** I just wanted to make sure.

**Mr. Conway:** —and use everyone in this room and everyone in this ministry in a very unpolitical way to tell everyone from At-tawapiskat to Windsor and Cornwall and Don Mills, that the opposition is out to squeeze dollars out of the system in a terribly mean and inconsiderate fashion. I just want to publicly—

**Hon. Mr. Timbrell:** I just wanted the record clear, so you read into the next sentence that—

**Mr. Conway:** I have no problem with the next sentence. I draw to your attention and that of the committee your admission that “a good dose of efficiency”—what do you say here?

**Hon. Mr. Timbrell:** If you are going to quote me, do it right.

**Mr. Conway:** I did it correctly but you have distracted me—“a good dose of efficiency” in our hospitals was required.

**Hon. Mr. Timbrell:** The task has been accomplished, post-op.

**Mr. Conway:** I am concerned about something else. On page 17 it says, “In January 1980 more than two million people received premium assistance either in full or in part.”

Who told you so? I had an unforgettable experience with you, sir, in your present incarceration, and with the former Treasurer from Chatham-Kent, in the famous committee two years ago when some of us innocents sought to find out precisely who was getting assistance.

I want to know because two years ago Peter didn't know what Paul was doing, and Paul didn't know what Peter was saying. The two ministries were completely confused. I want to see all the documentation. I want to have placed in front of me and the committee, before many days pass, exactly what entitles you to say with such certainty that such and such a number of people receive premium assistance, because you couldn't do it with any authority two years ago. The efforts to find out what was going on in that aspect of the administration were laughable. I am intrigued to know that now you seem to have a much better handle on it and I am anxious to have that particular documentation presented to us.

Let me read the whole paragraph: “In January 1980 more than two million people received premium assistance either in full or in part. This represents 23 per cent of the provincial population. Approximately half of these people are over 65 years of age or are dependents. Welfare recipients account for another 25 per cent.”

Then you go on to say, “Impressive as those figures are . . .” I don't know what's so impressive about them. For those who don't believe in the premium system, as I don't, I don't find them impressive at all. I won't believe them until I see the documentation. I once made the mistake of believing figures in this connection and they proved to be completely useless and wrong. I may be more

considerate when I have a chance to assess the data. I don't find it particularly impressive that this is the set of circumstances in so far as premium assistance is concerned.

I continually hear from hospitals, doctors and patients that they are not covered. There are apparently legions of people in this province who don't have coverage, aren't enrolled and find out about it at a time when they are most disadvantaged and when it causes most administrative headaches for health care providers whether they be individuals or institutions.

In that connection whatever became of the discussion paper, budget paper D, in the Miller budget of 1979, which offers an alternative to the premium assistance process by the tried and true means of the tax credit? How many speeches have you made, privately or publicly, to recommend this to your colleagues? It is relatively attractive, relative to the premium assistance headache we currently have. How much effort have you made to prevail upon your colleagues to implement this interesting discussion paper?

It strikes me, if not others on this committee, that generally when an idea gets as far and as high as the lofty level that is enjoyed by the peculiar preserve of budget papers, they are rather close to implementation. I would have thought that, together with the nearness of a provincial general election, would surely have brought about this year an obvious step to implement this option. I recognize it is at best a shared jurisdiction between yourself and the Treasurer, with the Treasurer having more to say than perhaps anyone else in the government, but it is certainly something that you are administratively very keenly involved in at present.

The present system is inefficient, unfair and eminently eligible for replacement and I find budget paper D offers a more attractive option, relatively speaking. I wonder why nothing has been done and I am interested to know specifically what you have done to see that is not too far from happening.

I want to make one or two other quick comments and then turn over to my friend from Oshawa.

This document deals with the question of medical providers in the health care system and the problems that are caused by some specialties opting out, in this case anaesthetists. On page 24 of your March statement you say: “Billing arrangements other than fee for service are available for doctors who practise with a different basis for remuneration. A recent project relating to the provision of services by anaesthetists in Toronto has been quite successful and it is expected that similar



arrangements will be extended to other hospitals in the near future."

5:10 p.m.

Am I right in assuming you are making reference to the Northwestern experiment? So much the better.

I want you to consider whether my information is right and, if it is, to respond on the following both orally and with all the documentation that the current freedom of information ethic rampant in the Davis ministry allows.

Is it true that back in 1972 or 1973—my information is uncertain as to the date; six or seven or possibly eight years ago—there was a vigorous, healthy, internal dialogue within the Ministry of Health involving, among others, Ms. B. Weatherhead? I don't believe she is in that capacity any longer. She may be still with the Ontario Health Insurance Plan, I don't know; that is one name I had. It gives you a reference and I offer it for no other reason. But is it not true that over six or seven years ago there was a discussion of quite a positive kind involving, I believe, the Northwestern group and the Ministry of Health, dealing with the problems that anaesthetists were facing? This block payment scheme was attempted or was sought for Northwestern at an earlier stage. I don't expect you to know because you weren't here.

It is my understanding that seven or eight years ago there was a recognition in the anaesthetist specialty and the Ministry of Health, that a better way than fee for service could be afforded for the payment of anaesthetists in hospitals, that a discussion took place, and that a budget was struck which was very acceptable to both OHIP and the anaesthetists. I believe my figures indicated the contract that was signed was for about \$18,000 less than the year previous and that it was acceptable to both sides. It was a clear recognition, not only from the doctors but from some of the ministry people, that this block payment scheme was a much better way to go in dealing with that difficult problem.

I want to know about that. I want to know everything that you can possibly tell me about those discussions. The authority on which I have this information is, I believe, reliable. I find it incredible that if that discussion took place, and those arrangements were possible then, it is only now that we are applauding the block payment scheme that was advertised internally by both sides six or eight years ago as not only a cost effective but a mutually agreeable way to deal with what is admittedly a difficult situation.

I would appreciate any research you might do to indicate whether or not those discussions took place. If Ms. Weatherhead is in your employ today I would like to have her here at some point to discuss that particular arrangement of six or eight years ago, and to hear from anyone else who was involved in a direct way then and is in your employ now. It was that reference on page 24 that brought that to my attention.

Here again on page 27 you say: "Your honour, today I have tried to portray our health care system in Ontario as it is. In conclusion I would like to emphasize one final point which should give all of us in the health field cause for optimism, namely that the public of Ontario is pleased with its health care services." To wit, you offer Martin Goldfarb or George Gallup or whomever.

I hope and pray that in the final analysis, in the bottom line of your ministry planning and priorities and in the bottom line of a presentation of this kind, that you can build your future on a more substantial Gibraltar than that offered by some transitory public opinion research.

My friend from Oshawa has 45 minutes. I regret having left him as little time as that. I appreciate his indulgence.

Mr. Breaugh: Mr. Chairman, the member for Renfrew South was right when he said at the beginning—

Mr. Conway: North.

Mr. Breaugh: North, sorry.

Mr. Conway: There are some things in the political environment that I accept without comment. There are others, one of which you have just engaged in, which I find unacceptable.

Mr. Breaugh: He was right when he said he did not have much to say. The problem is it took him two hours to prove it. That, and the fact that the minister is sitting there with probably about \$100,000 worth of replies and press clippings of Liberal speeches, I think I would defer to the minister to respond this afternoon, and I will pick it up tomorrow.

Hon. Mr. Timbrell: I will be glad to begin to answer some of the points raised by the member for Renfrew North.

I am sorry, but I have to remind the member from time to time of a number of the statements made, not necessarily by him, because he is always careful not to get himself pinned into any particular positions, but certainly by the leader of his party over the last couple of years on the question of



government spending in general and on the question of health spending in particular.

I have a good memory, certainly of events at this committee over the last few years. Not the least of them was the time we sat here just about two years ago now, a little earlier in the year actually, and listened to the Leader of the Opposition, your leader, talk about the question of health spending. I remember listening to him in the House, at your convention in 1976 and on other platforms talk about the need to control government spending.

I will not bore you with reciting his comments in London on the day before we announced the hospital budgets last year, saying that, "There is a need for government to restrain," and, "Everybody has to share it," and, "We understand why the government is doing this." I do remember him sitting here and saying that the budget of the Ministry of Health should be slashed by \$50 million. If I remember correctly, the word "slashed" was the operative word.

**Mr. Conway:** I challenge you on such a verb, and the burden of proof is yours.

**Hon. Mr. Timbrell:** Where is the curtain? You and John Wilkes Booth.

I have to remind the member, as much as he wants to avoid the memory, of those statements made here which his leader could not back up. I remember so well. He pouts so often. I remember that day how upset he got and what a blue funk he went into.

**Mr. Conway:** Or a red funk.

**Hon. Mr. Timbrell:** That was a blue funk. The tone of his skin actually darkened when it was suggested—it might even have been by my friend from Peterborough (Mr. Turner)—that perhaps he should supply the calculations based on which he was suggesting that the budget of the Ministry of Health should be slashed by \$50 million.

**Mr. Conway:** We did a hell of a lot better than Darcy McKeough then.

**Hon. Mr. Timbrell:** A few months later he went on to talk about this again in the Legislature—

**Mr. Conway:** We won and you lost. Don't be such a poor loser now.

**Hon. Mr. Timbrell:** He went on to speak at a fund-raising dinner in my great home county of Frontenac, at which point he said according to the Kingston Whig-Standard, September 12, 1978, "The Ontario government must make drastic spending cuts in every ministry to end budget deficits," pro-

vincial Liberal leader Dr. Stuart Smith said Wednesday."

He went on to say, "There should be no new social programs until we get an awful lot richer." It went on and on in that vein.

That is the Kingston Whig-Standard, September 28, 1978; the front page, no less. It is the first time that J. Earle and Stuart Smith have shared the top of the front page of the Whig-Standard in history.

5:20 p.m.

**Mr. Breaugh:** He was here just last fall.

**Hon. Mr. Timbrell:** Yes. You remember him.

**Mr. Conway:** So does Winston Cousins.

**Hon. Mr. Timbrell:** Yes.

**Mr. Conway:** And so will Dennis Timbrell if he takes the invitation to go home and fight the last battle.

**Hon. Mr. Timbrell:** There he stood on the platform in Frontenac-Addington, raising Lord only knows how much for that cause—I think it was about \$67.20 they raised that night—saying, again, that government spending was out of control, that every department had to take a drastic spending cut. He did not exclude Health; he did not exclude anybody.

That is the same man who now tries to flay himself on the other side of the street.

I am reminded, too, that one of the overriding reasons that led to the creation of the select committee on health care financing was the belief held by you and your leader that spending was out of control. You can deny it if you will, but that is certainly my impression, sir.

I remember very well sitting here on September 15, 1978, making the presentation on the Ministry of Health's behalf. It was quite clear from your comments and questions and those of other members of the committee that over that summer you had found that spending was not out of control, but that it was in fact under control. There was no suggestion on your part or that of your party that it was anything but under control. Certainly there was no suggestion that we needed any further cuts at that point. But you have been all over the map on that.

Maybe I should quote from the standard news article prepared by your caucus office and used by Mr. McGuigan, wherein he said, on February 15, 1979: "The Liberal Party supports the shift away from expensive institutional care to cheaper community alternatives. We can understand the reasoning of the government in attempting to restrain the budgets of general hospitals. . . ."

It is one thing to play political games here and try to sound like Lord Olivier. It is quite another thing to have to deal matter-of-factly with the public about the realities of the system.

I have never apologized for the fact that I have had to fulfil two specific goals. One is to maintain and, if possible, strengthen and broaden a quality health care system, and at the same time do it in a fiscally responsible manner. That has put me in the position of having to make some very tough decisions, sometimes upsetting the people of Pembroke—the honourable member and I have discussions from time to time—and sometimes the people of Don Mills. But they were decisions that had to be made.

With respect, for the member to suggest somehow there has been a flip-flopping—he didn't use the term, but that is what he was suggesting—on the part of the government is really to deny the facts of the case. This government started, in 1973-74, a movement which spread across the country, to control the growth in spending of the entire government, particularly in the health area.

I also invite you to go back through your private or public libraries and dig out the speeches of your great mentor, Mr. Lalonde, who, in 1973-74, was travelling the country coast-to-coast, wringing his hands, worrying about the increases in health spending and pointing to Ontario as one jurisdiction that had matters under control, that knew where it was going and was a model for the provinces.

**Mr. Breaugh:** I have read those speeches; they are widely known.

**Hon. Mr. Timbrell:** That's true. The member for Oshawa says they are widely known, but they certainly are not remembered or recognized in certain party circles.

**Mr. Cooke:** You should share some of the documentation with us.

**Hon. Mr. Timbrell:** The fact is, Mr. Chairman, that a lot of the—

Interjection.

**Mr. Chairman:** Order. The minister has the floor.

**Hon. Mr. Timbrell:** As painful as it may be for my friend from Pembroke to remember this, let alone acknowledge it, the fact is that the government of Ontario was acknowledged a number of years ago by his great mentor, and maybe by his messiah, Pierre. You remember him; he is the same fellow who said six months ago that only Bill Davis speaks for Canada—that only the government of Ontario was prepared to deal with

the problems of the escalating costs in health care. Let us never deny it; there were terrible problems in the early 1970s when costs were going up by 15 to 25 per cent a year.

I also remind you that because of those concerns that same mentor of yours changed completely the fiscal arrangements between the federal and provincial governments for the financing of health care. In the fall of 1975 he, and Thumper Macdonald, I think, summarily announced that the previous cost sharing arrangements were being cancelled and that the provinces would have to accept some other formula from the federal government.

Over the ensuing year and a half, various provincial premiers, and ministers of health and finance negotiated the best deal they could out of a government that was determined to abolish cost sharing; a government which is represented today by certain ministers who were there then. They are now presenting a somewhat different picture and ignoring what they said at that time.

So, I think it is quite fair to say that in the 1960s and up to the early 1970s, as hospital insurance was introduced, we caught up on a backlog of decades in hospital construction at a time when the population of the province was expanding so rapidly that we required quite a number of large new community hospitals.

At a time when we were introducing medical insurance, first in 1967 under OMSIP, later under OHSIP and then OHIP with, over a period of three or four years or maybe even longer, a growing number and range of benefits, it is quite true that health spending was growing at rates far beyond those of the general provincial budget. But it was this government that in the early 1970s, ahead of every other government in the country, recognized that could not go on forever and had to be brought under control. For this we were applauded.

So it was not just a case, as the member would suggest, of switching from largesse to restraint overnight. It was a gradual introduction of controlled growth in the spending, which brought with it greater control of the shape of the system.

I have to take a little exception to this question of the polls. I do not think we in the administration have ever apologized, nor should we, for polling public opinion from time to time.

It is interesting that when it suits members of the opposition if they think, based on their own polls, or on things like the Toronto Star polls for instance, that the government is not following what they per-



ceive to be or what they declare to be public opinion—and sometimes they are different—they do not hesitate to attack the government. It is in fact an essential tool in modern government to try to keep abreast of the public and to know the effect of the policies you are introducing.

In my previous incarnation as Minister of Energy I produced a policy on oil pricing which, at the time, was dumped upon from great heights—the Peace Tower—when Mr. Gillespie was the federal Minister of Energy, Mines and Resources and Pierre Trudeau was in his previous-previous incarnation.

**Mr. Conway:** On a point of information, who was your deputy?

**Hon. Mr. Timbrell:** Mr. Dillon.

**Mr. Conway:** You produced?

**Hon. Mr. Timbrell:** Then half way through the development, the other gentleman came—at the latter stage.

**Mr. Conway:** Then you have produced it.

**Hon. Mr. Timbrell:** It is recorded.

I would be very surprised if in his conversion on the road to Damascus, or wherever else Pierre Trudeau buys his oil, he did not take a look at that policy and at public opinion and discover that the policy we had put forward was more reasonable than they had earlier thought—and which you had earlier thought. I remind you of the speeches you gave in the House against the blended price formula as well in the May 1976 debate—not you, specifically, but members of your party. Now I am sure that the government was responding—

5:30 p.m.

**Mr. Sweeney:** Are you greasing the skids again? I am trying to figure out the relationship between this and health. I can only conclude you are greasing the skids.

**Hon. Mr. Timbrell:** I am talking about the question of looking at public opinion and keeping abreast of public opinion, which I think is an important function of our government.

**Mr. Sweeney:** Are you suggesting your energy statement was a form of public opinion?

**Hon. Mr. Timbrell:** What I am telling you is that the same people that in early 1976 totally rejected the blended price formula, as proposed by me on behalf of Ontario, and are today espousing that policy almost word for word, probably did so on the basis of an analysis of the policy after the fact. It is certainly an analysis of public opinion.

**Mr. Conway:** They were seen walking down the Spadina arterial, that gang; that is what happened.

**Hon. Mr. Timbrell:** They were seen walking down the what?

**Mr. Conway:** To use the government's lexicon: they might have been down the Spadina arterial. Perhaps that explains their conversion.

**Hon. Mr. Timbrell:** The wrong way, probably.

**Mr. Breaugh:** They were bucking forward with them, I think—

**Hon. Mr. Timbrell:** That's right.

A number of interesting comments have been made in the last year. Who am I to say it hasn't been an interesting year? But a'l of the objective analyses that have been done to date—

**Mr. Sweeney:** This is on energy policy?

**Hon. Mr. Timbrell:** No. You must come for a full session some time.

There were the comments of the Canadian Council on Hospital Accreditation that were made to the Hall commission when they met in Ottawa two or three months ago; also, the comments by the president of the Ontario Health Association at the time of the introduction of the hospital budget 1979. They all indicated an awareness of the fact that the government was prepared, and is prepared, to ensure that the cause of restraint would not lead to a deterioration in the system.

A lot of attention was placed on the fact that last year \$65.5 million was pumped into the hospitals. Would there had been as much attention to the fact in each of the previous couple of years we had come to the House with supplementary estimates for one aspect or another of the health care system, when we found during the year that some additional funding either in base adjustments or in program adjustments was required. That, of course, wasn't pointed out.

I was intrigued by the suggestion, not by the member for Pembroke, but by the member for Ottawa Centre (Mr. Cassidy), that all of this came about due to the NDP campaign. The NDP campaign ran from after Thanksgiving into the middle of November. The adjustments to the budgets were approved in the spring and announced in the quarterly financial report at the end of July. But if he wants to take some credit for it, that is fine.

Interjection.

**Hon. Mr. Timbrell:** I will have it moved to Kingston. I can—



**Mr. Breaugh:** Check the name of the store—Come on. Put it on the record.

**Hon. Mr. Timbrell:** I am not sure it is for sale. But Ma Helm's store burned down or they had to tear it down, next to the high school. That lot is available.

**Mr. Breaugh:** That's it. That is the definitive word on OHIP near Kingston.

**Mr. Conway:** It changes every time.

**Hon. Mr. Timbrell:** You realize there will be a run now on property in Kingston.

**Mr. Breaugh:** I would not be surprised.

**Hon. Mr. Timbrell:** All two of them.

**Mr. Sweeney:** You can count on those Tory real estate agents.

**Hon. Mr. Timbrell:** I will be glad to outline the areas of OHIP involved—it is essentially the head office function, as indicated before. I believe my colleague the Minister of Government Services (Mr. Wiseman) has in the House, or perhaps in estimates, dealt with the question of the building, the fact that it is a general purpose building and that design work is under way.

The Chairman of Management Board of Cabinet (Mr. McCague) has dealt with his role in advising the administration of which other elements of the government would be going there to make up the commitment of the 900 new jobs. They will have to advise you on those things. I can certainly advise you on the Health part of it and would be glad to do so.

**Mr. Conway:** I am just increasingly determined, particularly with your interest with these matters, to synchronize promise and performance. Three years and three months have passed.

**Hon. Mr. Timbrell:** Essentially, I think we found that there was a way for us to become a little bit more efficient, and thus reduce the size of the OHIP administration and therefore the size of the OHIP head office. It would be academic, of course, but—

**Mr. Conway:** We are going to get to those later. I am quite impressed with who is being cut where and what is getting added on. But we can talk about that later.

**Hon. Mr. Timbrell:** Fair enough.

The question of foot care services has been examined at length for a good 13 or 14 years, first by the Committee on the Healing Arts, which reported in 1969 or 1970—thereabouts. It examined all of the arguments about the provision of foot care and recommended that Ontario adopt the chiropody model.

I have to acknowledge that there was a dissenting report. I can't remember the gentleman's name but he dissented to just about every section in the report. His comments were along the line that Ontario should adopt a podiatry model.

Let me stop there and back up even further. We have had a Chiropody Act in Ontario since 1944, or something like that. We have the curious anomaly now in that we have a Chiropody Act and nobody registered under the act who is a chiropodist. Then in the mid-1950s—how, I have never been able to discover because all the players are long since gone—the board for chiropody changed the regulations in such a way that only graduates of American schools of podiatry could be registered.

I believe those who were registered at the time and were graduates of United Kingdom schools of chiropody, were allowed to carry on, but no other chiropodists were allowed to come into the province from the UK or elsewhere. So, we have the anomaly that we have a Chiropody Act that governs the activities of people who call themselves podiatrists.

In 1969 or 1970, whatever was the year of the report of the Committee on the Healing Arts, we had the report recommending the introduction of chiropody. Following the introduction of the Committee on the Healing Arts we have dealt with various of the disciplines. As you know, right at the outset we did medicine, nursing, dentistry and optometry. Since that time we have been trying to come to grips with legislation for various other disciplines or allied professions. Included among those is the area of foot care.

In 1977, we put out a discussion paper that essentially recommended the British model—the chiropody model. All of you will know that this evoked quite a response from the podiatrists' association and from their very well paid public relations counsel.

Since that time we have discussed the matter again at very great length. In the interim a task force of the Ontario Council of Health on health care for the aged also looked at the matter of foot care services really because of two basic concerns on the part of the elderly, one being the question of access. There are only 84 people in the province registered under the Chiropody Act, which works out to one for every 100,000. Secondly, there is the question of cost.

The services of podiatrists, operating under the Chiropody Act, are a limited benefit in this province under our health plan. Ours is one of the few health plans in the country

that covers their services at all, but it is limited to a per-person, per-annum benefit of \$125. As of the negotiations last year with the association, it is \$7 per visit. So the question of cost came in. Without exception, the podiatrists have been extra-billing all of their patients.

5:40 p.m.

Based on those considerations and an examination of the arguments pro chiropody and pro podiatry, the task force recommended that we establish in Ontario a school of chiropody providing more foot care specialists to provide positive care for the feet but on a chiropody model. I say a chiropody model because as we develop the curriculum between ourselves and the Ministry of Colleges and Universities for a school of chiropody in Ontario, we likely won't want to take everything the British have and will want to add other things, but it will be basically a chiropody model.

In the throne speech—and also two days later in a statement I made in the House—we indicated that we were proceeding along these lines. We have developed legislation which we will be discussing with the cabinet in the next few weeks and I anticipate before not too long taking the next step of introducing legislation to give effect to this.

I want to make it clear that we will be providing for the continued treatment of their patients by those who are presently registered under the Chiropody Act. We will not be, as some of them have suggested in the rather sensational letters I have received and the questionable statements I have seen, driving them out of Ontario. They will continue to treat their patients.

What we will be doing in the next few years is establishing a school of chiropody: making it possible for chiropodists trained abroad, especially in the UK, to be registered once again in Ontario; and expanding the availability of foot care services. They will all, those who come from abroad and those who train in Ontario, work in the institutional setting. They will work for the health units; they will work for the hospitals; perhaps in the larger nursing homes and homes for the aged, and the like, in salaried positions. They will not be operating on fee for service.

Mr. Conway: Socialism on the march.

Mr. Breaugh: We hope so.

Hon. Mr. Timbrell: I'm sorry, I took the initial question of the member who referred to a health disciplines review to mean they were going back, a few years after the fact,

and taking a look at what we did in the Health Disciplines Act only six years ago.

We have been discussing within the ministry and outside the ministry the question of legislation to give effect to foot care policy. We have been discussing with the board of chiropractic at considerable length the question of their legislation. They have a draft of what they would like to have in legislation, which has been in circulation for well over a year now.

Mr. Conway: And what would you like to have?

Hon. Mr. Timbrell: That has evoked considerable comment. I think the general impression abroad is that it's a chiropractic/medicine argument. They have had comments on their proposed draft from groups like the physiotherapists, who have taken issue with the scope of practice they want to give themselves.

I hope it is still possible to arrive at a piece of legislation satisfactory to all concerned in the not too distant future, but if not then we will have to go on to groups like physiotherapists and the various other therapists who have been waiting for updated legislation as well.

I don't think we should mislead anyone into thinking this is an easy debate because invariably you are talking about one group constantly coming up against the perimeters of various other professions.

Mr. Conway: Don't look at me, look at the chairman.

Hon. Mr. Timbrell: I won't look at you because you never take a position on them. Interjection.

Hon. Mr. Timbrell: Interesting.

Mr. Conway: What's interesting?

Hon. Mr. Timbrell: Conrad Black quit as chairman of Massey-Ferguson. Anyway—

Mr. Conway: Is that because he went to a chiropractor? Perhaps he is going to write a definitive biography of any of—

Mr. Breaugh: Stick with the prepared material. You know the trouble you have when you try to ad lib. Just read the stuff and get it on.

Hon. Mr. Timbrell: Where was I? Oh, yes. That's where we are.

Mr. Conway: Physiotherapists.

Hon. Mr. Timbrell: It is a difficult problem to deal with because in each of the disciplines or allied professions, as soon as you start trying to be more precise or dealing with their expectations of what a scope of practice is,

inevitably you are up against the other professions.

I suppose the simplest thing would have been to take the committee on healing arts books and pass the whole shooting match as the legislation and be done with it, but under our system everybody has the right to have their say, to advance their arguments about why theirs is a special case, why they should have more and somebody else should have less than the committee on the healing arts recommended. That has led to a very lengthy process. I don't want to have anybody believe it is going to be resolved quickly.

On the question of the new health protection act, this arises out of the work we had done—now more than three years ago—by the Canadian Public Health Association. You may recall the red booklet that was their report on the review of the Ontario public health legislation and programs. Part of that process was a commitment to begin to completely revamp the Public Health Act.

I couldn't tell you when the act was originally passed, but it has been amended so many times that in its present form it is unrecognizable. It includes a number of sections that aren't reflective of current thinking in public health matters and policies. So I expect in the fall to be able to publish a white paper that will discuss principles for a new public health act which will be called the health protection act. The name itself reflects a change from the thinking of the ministry over the last number of years.

I hope to proceed in the spring of 1981 with the new legislation. I expect that will occupy the members of the committee for a considerable length of time because of a variety of groups from the consumers' associations, to the Association of Boards of Health, to the Society of Medical Officers of Health, the Association of Nursing Directors, and so on. If you have had anything to do with the public health area you know there is an extensive range of groups in the public health field who will want to come in here and express opinions as to why they should do more or somebody else do less.

**Mr. Conway:** It was once called participatory democracy.

**Hon. Mr. Timbrell:** By somebody whose name we have all forgotten.

The mental health legislation; we have had the council of health report now for a number of months and that's—

**Mr. Conway:** It's a pity you didn't have it before you rushed forward with the amendment. It is an interesting report, nonetheless. We will be talking about it later.

**Hon. Mr. Timbrell:** Yes, I am sure we will. It is interesting, too, to note the legislation to date appears to be working reasonably well although it is still under review. It has been in place only a little over a year.

The analyses are not completed; the analysis of the Ontario Council of Health report on mental health has not been completed. I don't believe we will see further amendments in 1980. We may see, depending upon the progress we make, a white paper in late 1980 or 1981, but I don't believe we will see any amendments.

On the question of the Ontario Health Insurance Plan premium assistance figures, we will get you the information.

On the question of the budget paper D, that matter will have to be referred to the Treasurer (Mr. F. S. Miller), since it is a matter of fiscal policy and fiscal strategy as to what—

5:50 p.m.

**Mr. Conway:** Just on that point, I understand that. You are presently saddled with what I believe must be the unenviable task of administering this cumbersome, inefficient premium assistance mechanism. Since that mandate, which is presently yours, would presumably be replaced by a purely Treasury policy of administration through the tax credit scheme, it seems to me in your position you are materially better off having no administration at all under the budget paper D suggestion.

Since you presently have that involvement, have you ever talked to the Treasurer and said, in a way you could reveal publicly, "Listen, do you have a position on whether or not you would, of the two options, prefer to keep the one you have or have the one suggested in budget paper D?"

**Hon. Mr. Timbrell:** We are back to the kind of discussions we had in this very room two years ago. And that is a matter for the Treasurer to decide and to make recommendations to cabinet—

**Mr. Conway:** You have no public position on either one?

**Hon. Mr. Timbrell:** I think it is a matter I should leave to the Treasurer. It is his responsibility.

**Mr. Conway:** You don't see that—perhaps you shouldn't, I don't know. It just strikes me that you are involved and since presumably you are interested in the most efficient means possible—

**Hon. Mr. Timbrell:** We have done everything we can and continue to look for ways to make the system we have as efficient as pos-



sible. It has been publicly acknowledged many times to be, for its type, a very efficient system. The fundamental changes though in fiscal policy that are envisaged by budget paper D and by a variety of proposals that were advanced here, by members of both opposition parties, are matters that are within the purview of the Treasurer. I wouldn't presume to tell the Treasurer publicly how he should run his shop, any more than I think any other minister would.

**Mr. Conway:** I am just taking you up on your earlier comment that you were interested in reducing where you can and making more efficient where possible.

It strikes me—and I presume this is the private presentation you have made to him—this budget paper D is from your point of view a very good alternative and you would love to see it implemented tomorrow. It reduces your complement; it is a more efficient way of delivering the financial assistance to those involved; and you have a relatively efficient version of an inherently inefficient alternative, namely the premium assistance one.

Now, if you don't find yourself able to make a public statement to this committee or anyone else on which of the two you favour, then that's fine.

**Hon. Mr. Trimbell:** I am sure, in preparing budget paper D, the Treasurer and his staff looked at all of those considerations, including the fact that you would eliminate—I forget now whether it was 200 or 300—people's jobs, who are associated with the collection of premiums.

**Mr. Conway:** I wouldn't want those people to be half way to Napanee and find out that budget paper D had suddenly become a reality.

**Hon. Mr. Timbrell:** No, that's not part of the operation.

**Mr. Conway:** Oh, I realize that.

**Hon. Mr. Timbrell:** Besides they get a little farther east and north of Napanee, as we discussed earlier.

You asked about this report from the United States. This report was commissioned by the Department of Health, Education and Welfare when Mr. Califano was the secretary. Califano commissioned a report that examined health planning bodies and policies and mechanisms around the world.

This was from McKinsey and Company, their Washington DC operation. In their report they commented extensively on the Ontario system whereby planning has been decentralized to the local level through the health councils, whereby professionals and

consumers are actively involved in the planning of the health care system.

They made another interesting comment on something which I had not even realized, that as a result of this decentralization we have in the institutional division fewer than one civil servant, including clerical staff, for every hospital in the province. We have roughly 240 hospitals; we have fewer people in the institutional division than that number, and that includes all of the clerical and support staff. They pointed to it as an efficient and, from the standards they were judging by, an effective health planning system.

We will be glad to get you that report.

**Mr. Conway:** This was the McKinsey report again.

**Hon. Mr. Timbrell:** The US office, the Washington office. McKinsey, I guess, is a British firm, isn't it, originally? They have affiliates throughout the free world.

**Mr. Conway:** Yes, we have read some of their material.

**Hon. Mr. Timbrell:** Right.

As the member raised the Lakeshore Psychiatric Hospital somewhere in his remarks, when we get to the institutional vote I would be happy to deal with that and any questions you may have on the community mental health programs, all of which are up and running now, some of them in formative stages but all functioning, and the program at Queen Street Mental Health Centre.

On the question of the article on Ottawa Civic Hospital in the Ottawa Citizen, I cannot recall the particulars of that hospital but let me just point out to you that each year we have been settling up, as it were, with our hospitals usually three or four months after the end of the fiscal year when we get the audited statements. In some cases hospitals show deficits. In others, they show surpluses at the end of the fiscal year.

Where they show surpluses, of course, we recover the money. Where they show deficits and where the deficits are attributable to unanticipated and/or uncontrolled increases in areas of approved funding, then by and large we have every year helped those hospitals out of the deficit position, which is in marked contrast to what I found out yesterday is happening in Quebec.

I was in Montreal yesterday visiting the perinatal and neonatal programs at the Royal Vic, Children's and Jewish General. I was surprised to find there that apparently the policy in recent years has been to tell the hospitals to go to the bank and borrow the money to pay off the deficit, and then the

provincial government pays the interest on these considerable debts which are hanging over these hospitals.

I was told a few months ago that the Royal Vic alone last year had a deficit of \$7 million and I wondered how that had been handled and apparently that is the way. We do not do that. I think I can only compare health for health as it were.

**Mr. Conway:** School boards come to mind for some unknown reason. I am sorry to interrupt you.

**Hon. Mr. Timbrell:** They also have a more complex system for raising money, don't they?

**Mr. Conway:** Complexity is the bedevilling factor.

**Hon. Mr. Timbrell:** The fact is that in this province we do not tell the hospitals to just go to the bank and finance their deficits. We do deal with them very openly and frankly.

**Mr. Conway:** In Goderich—

**Hon. Mr. Timbrell:** Yes, as a matter of fact, in Goderich and in Wingham.

**Mr. Conway:** The guillotine principle.

**Hon. Mr. Timbrell:** It is interesting now to go back to some of these communities and, in the spring of 1980, to talk to the chairmen of the board and to talk to the administrators about some of their concerns and apprehensions expressed in the spring of 1979. It is really quite a different picture.

**Mr. Conway:** You know, five years later it's always a little more mellow.

**Hon. Mr. Timbrell:** The reality of the system today is quite different from some of the hyperbole and rhetoric of a year ago.

**Mr. Conway:** Leave Grossman out of this.

**Mr. Chairman:** Order.

**Hon. Mr. Timbrell:** This year, in making the projections for the hospital budgets we obviously had to make certain assumptions about settlements. Depending on what happens in the institutional sector in the negotiations, which will begin in the next month or two, those projections and the increases could be thrown into question. They are beyond our control. But we will not under any circumstances consider a policy that would mean either the hospitals having to finance the deficits over the long term through the banks, or having wholesale \$50 million cuts in the system.

**Mr. Breaugh:** I feel much better now.

**Mr. Conway:** We now know that the Ontario Tories are more sensitive than the Quebec separatists.

**Hon. Mr. Timbrell:** The reason I elaborated on that was because so many times in recent years I have heard the honourable member ask here and in the House, "Why don't you adopt a system exactly like Quebec?"

**Mr. Conway:** That's a silly fabrication that I don't even expect you would associate yourself with. I said certain things about their unique personal identifier that I think we would do well to emulate. There are certain aspects of their system that I think are diabolical and that I don't think we would ever be wise to emulate.

**Mr. Chairman:** Perhaps we could carry on this discussion tomorrow.

The committee adjourned at 6:02 p.m.

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No. S-18

# Legislature of Ontario Debates

## Official Report (Hansard)

3  
Standing Committee on Social Development

Estimates, Ministry of Health



**Fourth Session, 31st Parliament**

Wednesday, May 28, 1980

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

WEDNESDAY, MAY 28, 1980

The committee met at 1:11 p.m. in committee room No. 1.

### ESTIMATES, MINISTRY OF HEALTH (continued)

**Mr. Chairman:** I recognize a quorum.

**Hon. Mr. Timbrell:** Could I just state I have given to Mr. Conway the material on the McKinsey report on health planning and other material is coming.

**Mr. Conway:** It is gratefully acknowledged.

**Hon. Mr. Timbrell:** Wonderful.

**Mr. Breagh:** I appreciate the opportunity for the second time in about a month to make some remarks. In the supplementary estimates I did attempt to cover a number of current arguments, issues, problems, and I want to go at them slightly differently today.

Part of what I want to say before we begin the process is that I feel fairly good about the parliamentary system these days. The system here at Queen's Park has, in the last couple of years, taken some changes and shown there can be some interesting discussion, some committee reports written, in all of which in a very diffuse way one can see a government in a minority situation acting and then reacting and then altering and making some financial changes so that, in some sense, a reaffirmation of the parliamentary system as a usable means of governing the democracy is in better shape now than it was a couple of years ago.

I think that indicates in no small measure that the members of this House did, for a period of time anyway, set their minds to the business of providing good government for Ontario, questioning the priorities and spending of the government, and the government did respond. I don't think there's any question that the government response is there. There are certainly lots of questions about in what form that response took place, when and where and how and was there ever a direct announcement. But if you look at the health care system and what the

prominent issues are in May 1980, they are a lot different from what they were in May 1978, and a lot of things this government hung its hat on at that time seem to have changed.

In part I want to pay a small measure of tribute, very small, to the current minister because I think he has listened to some segments of the society which he supposedly serves and he is moving, however delicately, in what I consider to be a reasonable direction.

There remain some fundamental problems which are not of his making. If you can detach yourself from the political process for a while, they are the results of the society in which we live and perhaps not a clear political philosophy at work or a clear direction to a ministry at work either.

There are still in this province some rather powerful establishments at work influencing virtually all aspects of the provision of medical care. It is certainly having a powerful influence on whether the health care system is preventive in nature and that's its first thrust, or curative in nature and that's its first thrust.

We still see in all of the endeavours—and there are some good ones under way—attempts being made to change the nature of the system. We still see at work the ebb and flow of a solid establishment in place attempting to grapple with new ideas, different forms of care, sometimes allowing it to go and then sometimes putting a halt on it.

For most people, I guess, that's a rather natural process. If there is anything unnatural about the process we are looking at, it is an imbalance.

If I wanted to look at the types of health care programs that I find most supportable—not that there are very many around that are totally insupportable—with the kind of thrust and clear direction I would like to see, I could find those. But I would still find them struggling, although not as badly as, say, two years ago. They have survived.

In some way I guess we are in a kind of

holding period to see whether the minister has been able to implement some of the fine words he has put on the record about changing the direction of the health care system; about making our hospital system and all forms of institutional care more efficient in operation, more definitive in what they are trying to do in seeing that a shift to some kind of deinstitutionalized program is feasible, works and is effective. We see some of those things.

I spent a little time in the north last week. In the course of my travels I happened to run across some things that are not new, in which, unfortunately, not much has changed. Essentially that is where the physicians practise, where the provision of medical services takes place. That still doesn't have an even air of distribution about it; there are still inequities.

If I have to bring my kid from my home in Oshawa to the kind of intensive care units I find concentrated in the downtown Toronto core, that is a minor inconvenience for me. It is not a major financial sacrifice. I don't have access equal to that of the citizens of downtown Toronto, but I do have access. It is a practical situation to set up in the core of our major urban centres the kind of high-technology medicine that is practised these days.

I can jump in my car and come down to see someone in one of these high-technology institutions in downtown Toronto, but people in Wawa and Espanola and Elliot Lake and Dubreuilville and White River have to travel a much greater distance to reach a medical centre.

We have not moved substantively to provide for a mechanism which might alleviate the problem. We have provided for the transportation of the patients themselves from outlying areas to a major urban centre, but we have not looked at the problem of their families. There is no provision of accommodation for a member of a family who may want to visit someone at the Hospital for Sick Children, the Toronto General Hospital, or whatever.

There is, of course, Ronald McDonald House, but I don't think even the minister takes a lot of credit for that.

There are real discrepancies. Depending on where you live in this province, and in a certain sense depending on who you are, you have access to the system. If someone in the far north is of an economic status such that he has his personal Learjet at his disposal, he will probably make it down to this high technology medicine as quickly as

I will in my Chevy from Oshawa. Most people are not of an economic status such as that.

One of the things I found interesting was the matter of ambulance drivers in Sault Ste. Marie. I have been following for some time, through press clippings, what is going on at Plummer Memorial Public Hospital and the General Hospital with the cardio-pulmonary resuscitation (CPR) program and the cardiac care unit that is there, whether it's on or off. I want to use it as an illustration of where we are, of what is right and what is wrong.

There is a doctor at the General Hospital in Sault Ste. Marie, named David Gould, who is the prime mover behind the program of pre-hospital care, which has been clearly demonstrated as successful in other centres. Seattle is one such place, and there are a number of places around Ontario, including Oshawa. The program is geared to the matter of heart attack, which is one of our prime problems.

I think this is precisely what we are looking for. We are now beginning to discover that there are many people with good training who can provide care, with proper supervision. That makes a substantial difference to whether someone lives or dies.

In the Sault we have all kinds of problems related to health councils, amalgamation of services and rationalizing services. Yet out of all of this, in one of our mid-northern communities, we now have in place, supposedly, this kind of a care unit.

1:20 p.m.

We have trained ambulance drivers. They are not truckers; they are more than that. We have provided for nursing staff who can work well and efficiently in coronary units. We have a problem in the north, as we do in many other parts of the province, of specialists in cardiac care. But there are some there. Now the program is in operation.

The status of the thing indicates where the problems lie. I am going to read a headline from the Sault Daily Star, from the Thursday, May 15 edition: "Plummer Bans Attendants From Talking To Press." Plummer Memorial Public Hospital is one of the hospitals concerned.

That is the system at work here again. One would have thought it would be a reasonable thing to have someone working in these specialized care units, particularly someone who had taken the time to take the necessary training. The program obviously has some support from the College of

Physicians and Surgeons, because they were in there and looked at it, as well as from local physicians. It has been in operation long enough now to show some small measure of success. It does not seem reasonable that these people would be banned by those on the hospital's administration staff from discussing any problems that are ensuing.

As I worked my way through a crowded room one evening, I got some different perspectives on what the problems were. From what I can determine the headline I quoted is reasonably accurate. The ambulance attendants are not now supposed to talk to the press, although they did previously.

Secondly, although it is my understanding that the local physicians are basically in support of the program, all are a bit nervous as to whether they should participate, and as to whether they can provide a doctor on call to supervise this kind of a specialized care unit on a 24-hour basis.

As I went back through the records I have accumulated on this I find a comment that was made by another doctor, and I would like to read it into the record.

Dr. Peter Chow is the head of the department of family medicine and emergency at the General Hospital in Sault Ste. Marie. I think he really puts his finger on what the real problem is. He talks about amalgamation of the emergency department, which is in circumstances similar to those prevailing in many other parts of the province—a study has been done; the district health council rarely sees recommendations; and a lot of local problems are involved. But here is really the nub of the problem.

Dr. Chow said, "The special procedures committee of the college felt that it was unacceptable to have nurses from coronary intensive care relay standing orders of a physician because this was in direct contradiction of the Health Disciplines Act, which specifies that a nurse cannot practise medicine."

So there you are. That is the nub—the Health Disciplines Act, the traditions of Ontario and the power of the College of Physicians and Surgeons to make such decisions.

I would like to go on a bit with another quote from Dr. Chow: "There is a bit of a war going on between the Association of Emergentologists and family practice physicians."

I just read the quote. I do not take credit for the creation of the word "emergentologists." I would fear for my life to give that

to the member for Lakeshore (Mr. Lawlor). He would have us here for the rest of the afternoon with that one word.

"It was felt that the community would be better served if emergencies were staffed 24 hours a day by family physicians."

I will read one final quote, again from Dr. Chow: "One of the problems would be that in order to generate enough income, the doctors staffing the department would have to see almost everyone. It would force hospitals to close the department, and, in that case, not let family practitioners see their patients in emergencies."

The realization I come to is that even when we find programs for different modes of providing care, even ones which work and have been established for a sufficient length of time to judge whether they are good programs or not, they are often difficult to implement. The reasons for this, to a layman like myself, do not make a great deal of sense.

If one is in the profession one sees the professional in-house arguments that are there, and one can accept arguments which in a sense interfere with the provision of health care services because of salary or income considerations. But from the outside one looks at it from a different perspective and finds that these are very difficult concepts to reconcile. It becomes very hard for a layman to look at that and say, "Is that fair and reasonable?"

There is a professional study about amalgamating emergency departments; a district health council is in place and the power and influence of the Ministry of Health is there. The Ontario Medical Association accepts the program and does a report, with that report being kept secret. With all of these considerations, and with what Dr. Chow refers to here as a kind of "in-house war—"

Hon. Mr. Timbrell: You say the report is secret?

Mr. Breaugh: Yes; secret, according to this article.

Hon. Mr. Timbrell: What report was that?

Mr. Breaugh: I will have to go through all my notes again.

It is the internal report done by the college of physicians and surgeons.

Hon. Mr. Timbrell: About that program?

Mr. Breaugh: Yes. They sent a team up there and did an internal report.

Hon. Mr. Timbrell: Oh, I see. Right. You said the OMA, and I didn't see where the OMA fitted in.

Mr. Breaugh: I'm sorry about that.



So there are all of these complicating procedures. One might almost get the impression, as I do on some days—not every day, but some days—that the system is in place to stop change occurring. Even though sometimes in a theoretical way it acknowledges that there are now different ways of providing care which have worked in other jurisdictions and that we ought to move to those in Ontario, having said all of those good things it then moves about in its own octopus-like way to see that it becomes very difficult to implement it.

That is part of my frustration. Of the many people I have met in the last couple of years who are providing care in the province, I find the almost overwhelming majority are idealistic in nature. They want to do a good service to a community.

We have, I think, raised the level of proficiency for a great many people in a variety of fields to levels that few places in the world could match, but we do not seem to be able to utilize that particularly effectively. We often trip over our own traditions. It is sometimes tough to rationalize the system that is in place.

This is all very normal for any society to go through. In my former profession, and in the ones I have become acquainted with since, there are always the traditions which do not make much sense any more, but they have been in place for a long time so challenging those traditions is often a tough task. But we don't seem to have found a mechanism yet to challenge those traditions effectively.

When we get a new idea we want to try out or to put in place, there seems to be a tough chance of getting a run at it. Alternative forms of health care have a hard time getting a hearing or funding or surviving. They seem to be constantly on tack. In many of the cases I have looked at it strikes me, too, that there is not what in some circles would be considered a kind of a clinical analysis, to see whether this is good, bad, or whatever. A great many vested interests seem to intervene. They come from all over the place, they don't come just from one level. You can't point the finger at one group of villains, there are too many of them there.

I find this going on in a number of places, and I want to go over some of them, although I probably will not remember them all; I certainly could not carry the notes relating to them all into this room by myself.

Podiatrists are a group that is very active these days with the members. Lots of letters are being received, and so on. It is ironic that

I found very supportable, and said so, the minister's statement on the introduction of chiropody into the province, the setting up of a new school, and how we would provide that care. This argument, as he said yesterday, has gone on for some time. There have been discussion papers and arguments back and forth for a long time. I guess it is reasonable to say that no decision was reached, really.

What I find bothersome about the process—and I want to speak about the process more than anything else—is that the podiatrists made a rather tough case to me about promises that were made to them by the Premier of Ontario (Mr. Davis) and by the Minister of Health. But all of these conversations took place behind closed doors, so for me to make a judgement call now—

You see, I read the minister's statement carefully; I find it put together not badly. I don't know who put it together, but whoever did ought to be congratulated. I did hear part of the minister's reading of it. He did his usual fair to middling job of reading the said speech. The backroom stuff where the action really takes place I find annoying, because it may well be that the podiatrists in Ontario were told some things which are directly contrary to what had happened.

1:30 p.m.

For example, they tell me that although they will be continuing to practise, they cannot do any local anaesthetics. I have never heard the minister say that publicly and yet they maintain, up, down and sideways, that in a private meeting in the minister's office—and they have the notes to prove it—that was said.

I thought from what the minister said publicly, from that statement, a decision had finally been arrived at. It happens to be one I agree with. I have no axe to grind with podiatrists. My mother, the last time I was at home, told me about this wonderful guy in Belleville who really fixed her feet. I thank the guy for doing that. I have no argument with them at all. But a decision had to be reached and it strikes me that the province finally reached a decision, which is a momentous occasion in itself, and it actually came to the right one in this instance.

But are you now dealing fairly and reasonably with the other side of the argument? That is also important. Were there broken promises? I do not know. It always comes down to this kind of quote too. One of the podiatrists I spoke to said the Premier himself, I think in a meeting in his own constituency office about three years ago, said—

the quote I got after it or otherwise is: "Don't worry boys. We will look after you."

That, in part, is the nub of the problem. These little backroom meetings where the promises are made about, "Don't worry boys. We will look after you," are hardly a way to resolve this kind of dispute. And because it is technical in nature, professional in nature, it has a lot of money involved in it; there is a vested interest. I said to the podiatrists I have some concerns about the fact that podiatrists almost totally extra-bill, that they opted out.

I have had some railing in my years from senior citizens' centres when a new podiatrist moves into town and comes to the senior citizens' centre or the local clinic, sets up a Friday afternoon foot care clinic, accepts the OHIP rates until such time as he is well known and people in the centre really need his services and know how good he is, then all of a sudden he is too busy. He cannot run that clinic. "You will have to come to the office." I find that a rather objectionable practice as well.

But having stated my support for the ministry's position and my concerns about the podiatrists themselves, and in particular their all-out objection to chiropractors up until about three years ago, I still insist that the minister deal with them fairly. If what he said publicly is to be instituted, then he now has an obligation to go through all the detail work, which is not really a good political argument, not one which I want any way, but one which just to be fair and reasonable, the minister now has to do.

He has to deal with some 84 practitioners who had, I think, a clear indication on the minister's part that he was going to treat them fairly. That involves whether they can do a local anaesthetic themselves or whether they have to go somewhere else.

I frankly do have some concerns about whether the orthopods will now get a land-office business in foot care; I doubt that is going to occur. I am prepared to accept some alternatives, to put them in place and let the system shake itself down, so to speak. With podiatrists, chiropractors and physiotherapists and a great many other things, the current situation is insane. I do not think anybody would argue that it is a sane and rational provision of services.

When you talk to physiotherapists about those who are grandfathered and those who not and what they should do from here on in, it does not make any sense to me at all. I frankly do not understand why you would not put in place different providers of care,

put them in under different setups for the provision of that care and pay them in different setups for the provision of that care and pay them in different modes, because that needs to be done in this province.

I do not understand the fear of letting these people provide care. It appears to me it is not really a fear of providing the care, but it is a fear of rattling the chains of the establishment. I think the minister would be well advised to provide for some alternative forms of care. I suspect there are only so many people in this province who need any particular kind of care. They are going to get it somewhere and the trick is to provide the alternative forms so they can choose what kinds of care are useful and reasonable for them. Maybe we will then have a true test of whether we really need an orthopaedic surgeon or a chiropractor to provide that care.

I would be remiss if I did not bring the other group into the picture here—the good old chiropractors who are extremely active and have provided me with all kinds of letters, briefs and positions. They have dinners for the honourable members and are a very active group of people. Again, where are they? Are there changes to the Health Disciplines Act to deal with chiropractors? Will they be able to bill for all services?

I heard yesterday that the blame was being laid at my doorstep again. If you want, I will introduce amendments because I think the argument needs to take place as to whether they can provide certain kinds of care and whether they have billing privileges. Whenever people like the chiropractors come to me, the first problem I run into is that I am not happy with the fee-for-service system to begin with. To extend that fee-for-service system and billing privileges to the Ontario Health Insurance Plan is not a route I would care to go. I would have in place alternative forms which some podiatrists, some chiropractors have said are acceptable routes to them.

It strikes me there is an opening for the minister to provide the alternative so that if people want changes in the system there will be a process which says: "Okay, you have some needs and desires. The people of Ontario have some needs and we, as a ministry, want to get some handle on how we pay for this provision of care. We will work our way through a system which provides for that occasion to happen." I am not suggesting any revolutionary thoughts but eventually, over a period of time, you will then have in place the alternative forms of payment and care, and the citizens of Ontario will have some choices in treatment.



I think there are ways to move with chiropractors, physiotherapists, podiatrists, chiropodists, nurse practitioners and with a great many other people. My frustration is that I do not see that happening. I wish it was happening. I wish there were alternative forms of care available.

It is tough for a layman to make the judgement about who can practise medicine, but it seems even tougher for physicians to make that judgement. I am at a level, having gone through a couple of university degrees and being reasonably able to read, where I can read any profession's document. If I sort out the jargon, I can understand the argument that is being put. It strikes me that both sides make eloquent arguments and they do not lack for degrees behind their names or data for research to support their points of view. These people go all around the world to pick up reports. If anyone in New Zealand, or Australia or anywhere else has ever published anything which makes their side of the argument look good, they have it. They pound away at it.

**Hon. Mr. Timbrell:** Especially in New Zealand.

**Mr. Breaugh:** I would be happy to go investigate that one for you.

**Hon. Mr. Timbrell:** How long would you take?

**Mr. Breaugh:** I am tempted to ask, "How long do you want?"

There are in-house professional arguments. Those professional arguments aren't frustrating in the normal sense of the word because every profession I know has in-house arguments about: "Can we do this? Who is qualified to do that?" All kinds of vested interests enter the picture. The frustrating part is there are people who really need the care. The care is not getting there or gets there at different levels in different parts of the province. That strikes me as being the aspect which is not supportable in any sense of the word.

The minister mentioned yesterday that there is a total review of the Health Disciplines Act under way, that there has been for a long time and that it will come about sector by sector. Perhaps that is an acceptable approach to take, except that the review itself is a funny one by anyone's definition of a review. It happens in fits and starts. There doesn't seem to be much continuity to it.

1:40 p.m.

The members who are interested in health around here periodically get deluged with briefs from particular groups which have

heard, via the grapevine, that some change is going to happen. Boy, whenever they hear out there that a change is going to occur, their briefs are at one's doorstep. They are usually accompanied by three or four people who are mad because this dispute has gone on for a long time. They are very clear about what they want, although sometimes within the professions there isn't general agreement about how they should get paid, whether they should have full billing privileges, or whether they should be able to operate on their own.

All this goes back to the initial notion that there is a system at work here, but it is hardly the most efficient system. It does not seem to have developed a mechanism for dealing with disputes over the course of the years. There are power struggles at work but, to use the labour term, there really are no methods of arbitrating disputes. There is no clearly defined process to go through.

If one breaks in the door one gets acknowledgement. I noticed, in a number of those that have been before me in the last six or eight months, that they would dearly love to crack into the Ontario Medical Association structure somehow. There are lots of ways of doing that.

If, a couple of years ago, someone at one of the universities had decided to put up a school of podiatry and if that had happened, and if they had been given full status by the OMA, by the college and by the ministry for billing purposes, or if any one of those things had occurred, it would have been a much different ball game.

One gets around to people such as the nurses who are thumping away, attempting to change the role or at least get some recognition of the changes that are in place. I am again impressed by the differences that occur out of necessity.

In many places I have visited, particularly smaller municipalities in the north or in the rural parts of the province, the nurses are the providers of care, for all intents and purposes. The physicians are around. They are supervising. They are doing all the things they are required to do, but if one is sick it is a nurse who will probably do the bulk of the healing. Even in a major urban hospital, it will probably turn out to be a nurse who provides the bulk of the care. One may get to see a doctor when one checks in and certainly it will be a doctor who supervises the testing and any kind of work that is done on you, but it will be the nurse who provides the care.

The nurses are making eloquent arguments these days in press releases. This one from the Registered Nurses' Association of Ontario



is entitled, Nurses Encouraged to Reach for the Top. I am not sure exactly what they mean by "reach for the top," but it attributed to the president that nurses have the power to turn the health care system around. I wish they would do that because I think it needs some turning or at least some adjustment.

There are nurses who are in a different role today than, theoretically, the nurses who worked in that position 10 years ago. They do much more sophisticated types of care. They are, in general, more specialized and are front-line providers of services.

Another interesting group is the registered nursing assistants. They are a little lower on the totem pole, are prime providers of care and are running into difficulties. This group from Brantford is, in its view, indicating "many of the injustices being done in our health care system." It wants "the Minister of Health to attend a meeting of the registered nursing assistants in Brantford to discuss many problems in our area and we further recommend all health care aides and orderlies be upgraded to registered nursing assistants in order to ensure quality care for the public."

At a different level with a different group of people it is the same problem. Can we identify needs? Can we lay it out? What kind of training is required? What kind of recognition is involved? What kind of payment is involved?

I think the problem I run into with all these arguments is that time and time again one stumbles over the pecking order, to use the vernacular. There is a real pecking order in health care.

In many of the places where I have seen what I consider to be good and slightly different care, they always use the word "team." I have had a couple of physicians admit privately that the doctor in the team is probably the least important component. I haven't heard too many say it publicly. The doctor has the specialized care, has that particular skill that no one else on the team has, but as to whether the patient lives or dies, others on the team are the critical factors.

The physician is important, but the others are equally important. If you put someone in a specialized care unit, whether it is a high-risk pregnancy unit or a cardiac care unit, physicians are now beginning to acknowledge that other people, other providers of care, are really important. Perhaps even as important as the physician, but certainly not as important in other ways of making that judgement.

The minister once again has another dispute under way with denturists and I want

to mention this briefly because I understand the minister has put this out to a committee of the Ontario Council of Health and they are at that one again. But there is another conflict—argument back and forth. Whereas in the early 1970s we thought an agreement had been reached, we now are getting letters from denturists around the province who are sending us letters from the local dentists saying the local dentists are certainly not going to work with the local denturists. The local denturist then says, "I'll go ahead and make the dentures anyway."

The end result, of course, is that people who need that kind of service are saying, "I don't really care who does it but I want someone who provides me with the service which meets my immediate need, and if he or she can do that, that is what I want." The result again is a long standing dispute not yet resolved.

One of the things to look at in a system in making a judgement about whether it goes right or wrong is what happens when something does go wrong. Can the agency in place handle problems? I am a little unhappy about the example I am using here, quite frankly, but I do think it is important to go at this matter of when a practitioner, particularly a doctor, is said not to have practised medicine in the accepted mode, or to have acted improperly. Is there a mechanism in place which is fair to the patient, to the physician, to the profession, to the community?

The example I am going to use, unfortunately, is one from Ottawa where a doctor pleaded guilty to indecent assault on a patient after the College of Physicians and Surgeons of Ontario had ruled the woman's complaint unfounded. The reason I don't want to go into the details of the case is that clearly this particular physician had another related problem and I'm not sure the system worked at all.

The problem would be the mechanisms going to work on what is happening inside. It is difficult to understand how this could occur when the doctor himself pleaded guilty, but his own in-house mechanism said, "No, nothing's wrong."

I happen to have had some correspondence from the individual involved here, or her mother. I have to tell people when they come in with a complaint about a physician: "Here's the process. I want to tell you before you start the process that it isn't easy. It's long and sometimes difficult and the track record is not that great."

Maybe the minister ought to look at his own committee and make some suggestions to

the college in regard to the handling of complaints. It is not one which is unique to the medical profession because I, like other members, have cases from other professions. There is that problem when it is a self governing profession never to admit that your membership has made a mistake or that someone has acted improperly.

I want to include some other aspects of what is right and wrong about the system because that, in essence is what I want to talk about this afternoon. I want to go to some different matters.

If I was looking at a system in which I really felt that 85 per cent of the time the system churned along, 10 per cent of the time it had a few problems here and there, and five per cent of the time it misfired and the corrective procedures were in place so they picked it up—and we all lose once in a while—that wouldn't bother me too much. The Ontario Health Insurance Plan paying out-of-province claims; we had some inside the province and some outside the province. There really does seem to be some problem over there. When someone does something unusual the whole system gets schizophrenic in a hurry.

1:50 p.m.

We have had cases in my own constituency of someone dealing with the local hospital who waited a year for a claim to be settled and there wasn't a dispute about whether or not they would pay, it just seemed to take them that long to get the thing done. You get assurances as it goes along and as you move through the system yourself: "Oh, yes, that's a problem. Yes, we will rectify that. Yes, we're looking at that. The cheque is made out. Oh, it was the wrong cheque so we'll have to make out another one." The system seems unable to deal with anything unusual.

There are problems, of course, with people who make out-of-province claims and this would fall probably in the last five or 10 per cent of what I have just described. Maybe it's a little unfair but let me try it on you and I'm sure if you think it is unfair you will respond accordingly. Here is one and I won't use the name.

A claim was put in on January 10, 1980, for two medical bills incurred in Jamaica for office visits; applied as an ordinary subscriber using the home address; no acknowledgment. It is always a tipoff to me when a system can't acknowledge that someone is plugging into it by writing a letter, sending a bill, there's a problem there.

March 13, 1980, follow-up letter on MPP letterhead; no reply.

April 4, 1980, sent correspondence copies to Timbrell across the floor of the House with a note for action.

April 7, 1980, letter from Timbrell saying he has sent material to general manager of OHIP; apologizes for delay; copy of his memo to general manager asked for explanation of delay and failure to acknowledge.

April 10, 1980, the person who complained called to say the claim did not go into the system until March 23, 1980, that is two and a half months after it was sent. This is after a follow-up letter but before the note. The patient said the delay was due to a backlog resulting from the installation of new systems and other things. The resolution and the cheque; resolved on April 18.

That is an example of something which is not a common occurrence, and I want to say that right at the beginning, but it is an example too of a system which can't adjust to something out of the norm, and it strikes me that is a system which isn't very sensitive. Many people have gone through similar kinds of problems.

I admit to having some difficulty with people who have problems with a billing system like OHIP. My first concern is that they get the care. A system that does the first major piece of business of providing the care accomplishes the fundamental aim.

But then for a number of people the financial aspect of it is also important. You get into really weird arguments on this, because a number of people, for example in my constituency, who are retirees from General Motors, have friends in Florida and places like that. I always feel a little uncomfortable arguing that someone's claim to OHIP because of a hospital visit in Florida wasn't paid promptly, but on the other hand this is not exactly E. P. Taylor vacationing at his private estate; this is someone who is visiting a friend in a warmer climate when the weather gets a little cold. So their perspective of it is far different from mine, and the hardship on those individuals is also something which is real.

There remain billing problems within OHIP. There also remains this whole field of what happens when the doctors opt out, and have we a solution for finding opted in physicians, and are there extra fees charged and if so, how much, and do they impose a hardship and are they really deterrent fees?

There are a number of cases here. I don't really want to go through that whole argument again because we certainly had it many



times in this House, but I want to put on the record that whatever philosophical problems a physician might have about being opted in, the problems a citizen has when he has to deal with that process of calling the hot line, of getting out the lists—and finally, after about a year's work, we do have a list now of who has opted in and who has opted out, an amazing process in itself—still exist for people in many communities now.

One can argue, I suppose, that in theory sooner or later they will find somebody who is opted in. For those who do not have the luxury of the sooner-or-later part of that argument, the reality is they must use an opted out physician. The reality also is that some opted out physicians charge large amounts of money. While it would not be the norm to say they pay what this woman did—she paid an additional amount of \$307 for services and the norm is probably much lower than that—we have not even found a mechanism to deal with someone who does have to pay that larger amount of money.

Let me move to a couple of other things that strike me as causing problems. I read with interest recently a news release from the ministry about changing regulations in the nursing homes, some of which make sense and some of which do not. All of which gets down to the point that if I were a senior citizen needing care and living in a nursing home, a lot of these would not make sense to me. They might be eminently defensible changes in the regulations from an administrator's point of view. They might be pretty clear thinking if one is sitting upstairs in the minister's office. A lot of them are going to cause a few problems inside the nursing home.

A number of these homes that I visit regularly now have councils or advisory groups of some sort. They call them different names, but they do all that kind of stuff. I wondered if the minister, in writing regulations of this kind—not all of which it would be sensible to do—would take the notion—

**Hon. Mr. Timbrell:** At our urging, I might add. We have been promoting them.

**Mr. Breagh:** Yes, do they play a role in that? If they do, then how about this matter? I have a council in a place that is now called the Bestview Lodges Nursing Homes in Oshawa. There are a number of those around. It is similar to the local council in a nursing home. The number of places in Bestview is a fairly good example of the norm.

We went through the government's latest decision to give tax credits to pensioners, an eminently supportable piece of business, particularly before an election. When one breaks down and goes through who fits where, depending on what pension is involved, it is a little difficult for anyone to understand. I doubt very much that pensioners in nursing homes, in senior citizens' apartments or in their own homes are going to have the research facility we have at Queen's Park to break down how much one does and does not qualify for.

Those people at Bestview are irate. They do not see why, because they need some level of nursing care, they do not get any tax credits. A lot of them are up and around the community and they do not see why that exemption is there totally for them.

We work hard in our community, as they do in a great many other places, to get together senior citizens who are in nursing homes, in senior citizens' apartments and in their own homes, to get them out into the community. They are very active. We use a little transportation system as a lot of people do. Events are organized and there are senior citizens' centres around town. They mix and mingle with people of their own age group and those much younger as well. They do not understand why they are exempted.

The only place I could go if I needed a place to stay is a nursing home, and I do not get any tax credits. Others who have been able to stay in their own homes get a credit. There is a breakdown here of how much credit one gets. Those who might get into a senior citizens' apartment get a credit; because I need some nursing care, I don't. If I lived somewhere else in Ontario, and they had a somewhat different nursing home-care program, and I lived in my own home, I would get it.

I am afraid what happens is that what looks good and sensible to bureaucrats sitting down with computers, printouts and staff, whipping all this stuff around; what looks fair and honest and a decent thing to do makes no sense at all to the ordinary citizen in a nursing home, in his own home, anywhere. The basic unfairness is there. The people I talked to at Bestview were, to put it politely, irate because they could not see any justice in that.

2 p.m.

I want to make a couple of other remarks as well about the nursing homes. I believe—to nobody's surprise, I guess—that the use of the profit motive in nursing homes is not the



most desirable thing, but in many communities that is, frankly, the most sensible way to organize. Many of the private nursing homes I have visited are good places. They are well run, they have good staff and people there are happy. I have also been in several about which I would not make any of those remarks. They are pretty miserable places to store people.

Nursing homes are changing and the best ones, in my view, are probably the ones that are publicly run. That option would be my preference. Not to get dogmatic and exclude everybody else, it seems to me the track record is there. I think the end result of this will be some clearer definitions.

**Hon. Mr. Timbrell:** There are only two nursing homes in the province that are publicly run under—

**Mr. Breagh:** Yes, that is by your definition of what a nursing home is.

**Hon. Mr. Timbrell:** Well, we've got our licensed nursing homes.

**Mr. Breagh:** Yes.

I would hope in the future there would be some shifting of the definitions and the legal niceties of home for the aged, nursing home, and home for special care. What could probably be done is that the private sector could provide a place for people to live, but that's it.

Discussing this with people who administer nursing care in private homes of different varieties, it is difficult, when operating on the profit motive, to make the judgement that one needs to provide extra nursing staff, extra nutritional staff or whatever kind of care staff, because the purpose of the exercise is to make a buck. Where that kind of care is needed, that is probably best done, and in my view is best done, in the public sector where the profit motive is not operative.

There is another piece of business I want to bring up in the beginning of this process. There is a thing called the Board of Ophthalmic Dispensers. My interest in this board and in this issue was piqued in my other capacity, chairing the agencies review committee. In our review, two years ago, which was adopted by the House, we pointed out that in a number of regulatory agencies, supposedly at arm's distance from the government and equally at arm's distance from industry, there were conflicts that had not been addressed by the government. We suggested some guidelines. They were accepted by the House; they were accepted by the government and by a number of ministers.

There still remains this inability to deal with the problem. I now have correspondence from both sides of the argument.

In a number of the agencies we reviewed—and this is one which is on our schedule for review—that inability to make a clear distinction of conflict of interest is causing continued problems. It is one which was identified before we, as a committee of this House, went at it. It was clear. It was known in many of the ministries. It was known by the Management Board of Cabinet when it went through its review of agencies and what they did. It was pointed out several times. It still is not resolved. I went through a rather lengthy exercise with a number of agencies at that time.

I was surprised that the agencies themselves often did not even see a conflict. We had an agency in front of us which thought it was sufficient, when there were five people discussing who would get government money to do research, to send the two who might get the money out the door and let the other three decide. They saw little conflict in that process. I will tell you about it afterwards because we did resolve the problem.

They were well-meaning citizens. They thought they were doing a reasonable job. In part, the reason they were there was it happened to be a field where one needed technical expertise which tended to be available almost solely in the private sector. They were passing regulations on which materials could be used. In the setting of those regulations, one immediately causes forces to go to work in the private sector. If one sets the regulations in one way, competitors will not have a chance.

I am not arguing it's the same with that particular board, but I am saying you have to find a way so that the public at large and people within the industry agree that fairness prevails. Even though that might sometimes err against an individual who might have a valid contribution to make to a board or regulatory agency, it is important that everyone agrees that that conflict of interest agreement, legislation, ministerial policy, whatever it might be, is nice and clear, with no room for dispute. That is the problem.

I would like to move to another piece of business I got into recently. I met with some people who work at the Riverdale Hospital. I took the time and trouble to visit there and I found that, like everywhere one goes these days, there are lots of problems and lots of good people trying to resolve those problems, but they did point out some things which I thought were unique.

They have had an accreditation problem there for some time. They have a problem getting staff, which strikes me as being rather unique because I had been led to believe, from statistics which I had seen from colleges and universities and from the people I had talked to at various nursing schools around the province, there was some difficulty in placing nurses. Of course, there was a good deal of recruiting going on by American hospitals to take nurses from Ontario down to Texas, California, Hawaii or wherever.

At this hospital, they pointed out they had financial problems and accreditation problems. They also said something which I thought was quite unique: even if they had enough money and even if there was no problem with the accreditation team and that were resolved, they still couldn't do much about the basic problem, which is nursing staff. They couldn't find people to work in that kind of hospital, in that kind of situation. They simply were not available.

It was the first time I had seen hospital administrators speak to that problem. In most of the places I am familiar with there is a fair supply of registered nurses available. It is perhaps not surprising a chronic care hospital would have that problem, but it is surely surprising when that chronic care hospital is located in downtown Toronto.

That strikes me as being another area where there needs to be adjustment, where the problem is perhaps unique. I won't go into all the complaints I had about what it's like to work at Riverdale or, on the other side of the coin, how many good people are there doing unusual things.

That facility points up that it's difficult to change the nature of an institution. Problems ensue when a building designed essentially as an apartment building, a function it would probably serve quite well, is turned into a chronic care institution. Sometimes they are simple things, such as one can't see around the corners. It becomes difficult to have proper nursing supervision when one can't see the patients. There are transportation problems like moving people up and down the building to the rehabilitation ward so they can work with the physiotherapists and things like that.

Let me spend a couple of minutes on one or two other areas I wanted to go over. Let me go back to my initial premise. There is a system in place which kind of works, but it seems to have an inability to respond and it does some weird things.

Last Friday morning I wound up in Wawa and we met with some people from the steel union locals up there. One thing which bothered me somewhat—I don't have miners in Oshawa so I don't deal with this problem regularly—is that there now is a requirement to test miners on an annual basis. They showed me some of the notices they get from the Ministry of Health. It doesn't tell the miner very much. It tells them there is a problem and they should go to the Workmen's Compensation Board, which doesn't do very much for the individual. I know we have this long-standing problem of the Krever commission report on the confidentiality of medical records, but it strikes me the last person from whom medical records should be withheld is the patient himself.

When the Ministry of Health sends a notice on that official-looking letterhead that something is wrong and that one ought to submit a WCB case, the ministry ought also to include copies of what it knows is wrong. Those individuals who are going to proceed with claims before the compensation board, or even if they don't, ought to know exactly what the ministry is saying when it assumes responsibility for the issuance of those letters. I was surprised because, by circumstance, I had not seen this kind of letter from the ministry before.

2:10 p.m.

We found a number of other things. For example, with the miners in Elliot Lake, there is the irony of the fact that the steel union locals from the uranium mines were probably as instrumental in evolving health and safety legislation as any other labour group in the province. Through their keeping of records and their documentation of the hazards of working in those mines, there is now in place in this province—it's not a Health matter, though it is called occupational health and safety legislation—legislation to protect people in the work place.

These people who played a major role in getting that legislation in Ontario are currently excluded from it, and are currently excluded from any federal legislation. They are nowhere. In the three federal ministries I believe are involved and in the at least two provincial ministries that are involved, they can't seem to come to an agreement on whether they are included under our provincial legislation, or whether the federal government can co-opt the provincial legislation, or who will inspect what. All this comes back to the same kind of system. It looks good on paper, sometimes it is impres-

sive, but from the needs of an individual it doesn't respond. That is the tragedy of it all.

I want to conclude these opening remarks. There are a number of other things which I would like to include in later parts by going over—

Mr. Conway: Please, Mike, we have four hours.

Mr. Breaugh: I need a rest. Don't you believe in occupational health and safety legislation?

I want to conclude by running over some of the things we thought were important when we made our presentation to the Hall commission on health services. I think in many respects Mr. Justice Hall's review is a landmark in the country. It is appropriate that Mr. Justice Hall would be the one to conduct this review because of his substantial role in implementing health care services paid for by citizens through their tax dollars.

It is difficult to summarize exactly what is right, what is wrong, what are the 10 best things, what are the priority items, because there are so many competing priorities. We put them in these words. I was there for the early part of the morning when the minister was making his presentation to Mr. Justice Hall. I searched for a word to describe the minister's presentation and I think I found it. The word is "slick."

Mr. Conway: As in "oil"?

Mr. Breaugh: I don't think it was that expressive.

Mr. Conway: Sort of a spreading Diaspora?

Mr. Breaugh: No, I was thinking of kind of a swamp slime.

Mr. Conway: I didn't mean that kind of pejorative.

Mr. Breaugh: I'm just trying to offend the minister and his staff, don't worry about it.

It was in a sense comprehensive and well put together. The minister droned on at great length but it is difficult to read that much material and get excited about it. It wasn't a great audience, they were mostly in-house people, so one didn't expect a barn-burning performance at that date. One left feeling that one had just dealt with Eaton's catalogue, that it covered everything that was there, that this issue had been put out in the early 1940s, that it hadn't changed much since then, that there wasn't any clear response or direction or focus. One was told nothing was wrong but one wasn't sure why nothing was wrong.

I will give him this; there were some admissions here and there that there were some problems. It would be unrealistic to

expect the Minister of Health to go before a commission such as that and admit there are serious problems in his system, ones which perhaps are shared from one end of the country to the other, that he was prepared to identify those and to identify what he would do to rectify the situation.

We felt, and we still feel, that there are many things right with the health care system in this province, and many things wrong with it. Let me go over them. They are not intended to be a conclusive list. They deal with the pertinent ones.

We feel the problem of extra-billing by physicians is a major item, not from the philosophical argument of whether doctors can extra-bill, or the argument of whether they are getting sufficient moneys now, but from a patient's point of view that a patient now pays for health care in a number of ways. It is not reasonable to stick on an additional form of billing at the other end of the process. We reiterated our position about the problems the physicians themselves have with the Ontario Health Insurance Plan administration setup, the problems with the fee-for-service system.

Our emphasis is on integrating into community health and social service centres, those service agencies properly funded to provide the programs and policies we think are important. If you are going to do that, it only makes sense they be allowed to tell people what care they can provide there.

Because we sometimes get caught in this bind that the existing system is not one of our choice, we went on about extending the coverage by OHIP to people who need all different kinds of prosthetic devices. In some hospitals one can get those things, one can get that work done. In some places it can occur; in others it cannot. There is no comprehensive provision of those services, of those devices across the province. There is a committee working away somewhere doing something, but through most of the province the patient remains without the service to a large extent.

We reiterated the coverage of some kind of nonemergency, medically required travel for northern Ontario residents. That remains a difficult thing to do. We understand that. We also understand, from the other end of the stick, that it is unfair that somebody is looking at large amounts of money to visit a husband, a wife or a child in one of these highly developed centres.

The premise upon which the high-technology medicine is practised in centralized systems is that it is easier, better, cheaper,



more convenient, or whatever, to bring the patient to the treatment centre than to take these treatment centres out all across the sparsely populated areas. Having accepted that premise, it seems only fair that you provide some measure of coverage for expenditures for people to use these systems.

We reiterated our difference of opinion with the current position on OHIP premiums and suggested they be phased out over a three-year period. Medically required ambulance services should be provided without charge, basically on the simple premise that one has already paid for it. There is the ministry or a private operator doing extra billing at that end of the system. It is a practice we do not agree with.

There are chronic care copayment fees which we do not agree with for the same reason. They should be eliminated and we await what the minister said: that there would be a review of those chronic care copayment fees at the end of a year. I have yet to hear a statement from the minister, even though it has been more than a year now, on whether they will be terminated or whether the regulations will be changed.

In my visit to chronic care facilities around the province, I find quite a disparity among administrators and people who provide the care in chronic care institutions as to whether that is doing anybody any good. Some of the institutions seem to have found little pockets of money but they do not get to keep very much of it. Others seem to find it more expensive to collect than it is worth.

It would be interesting, at some time during the course of these estimates, to have the minister respond to what this year's position is on the chronic care copayment fees. Will they continue? Will they cease? Will they change in nature, or what?

2:20 p.m.

We talked about the cutbacks in hospital funding. By and large I think I would have to say that problem has seen some considerable movement on the part of the ministry. I am awaiting now the translation when the government says there is all this money in the pot for approved hospital services. One then awaits the process whereby, piece by piece, one sees the announcements of what is planned. Then one sees how quickly it will proceed. We will see whether there really has been a change.

We reiterated our concerns about northern health services. There must be some movement to change the rather substantial disparity with the provision of services in different parts of the province. In many parts of

rural Ontario the health care services are not the same as they are in urban centres. There are going to be problems if anyone takes the side that one ought to move this high-technology medicine all over the province. One cannot do that, but one must provide access to the system. One must provide basic care in the community. I do not think there is any argument about that.

At that meeting we said we wanted more chronic care hospital beds and extended care nursing home beds. Chronic home care should be available in every community. We had good intentions expressed by the minister on more than one occasion. What we are looking at now are the practicalities of, "Is he really going to do any or all of these things?" I think you have announced the Windsor agreement for the third time and that is usually an indication that you will probably do something now. We are quite happy to have you announce these things as many times as you want.

In my riding the ministry has just announced a new Ministry of Revenue building in Oshawa for the fourth time. That is a pretty good indication they are actually going to do something there. They have plans and little pictures and all kinds of stuff. Maybe when he gets to announcing the OHIP move to Kingston for about the eighth or ninth time, one might begin to feel that something really is going to happen, be it a trailer in the yard.

We reiterated our position that we would like to see a return to the 50-50 split between the federal and provincial governments in cost sharing for health services. I went through this entire exercise in trying to determine whether there is, after the block funding arrives, similar amounts of provincial funds spent on health care. I would defy the Messiah to sort that one out.

What is clear after careful investigation by many people is that it is hard to do that unless you go back to a dollar-for-dollar matching arrangement. I have seen statements by the minister and by the Treasurer (Mr. F. S. Miller). I have seen research by both opposition parties. I have seen research by the federal government. It is all wonderfully conflicting and wonderfully authoritative in nature. I think we have to return to an agreement which is clear and which both parties then live up to.

We also mentioned at that submission that we would like to see governments at all levels begin to use crown corporations when necessary but, at any rate, to get to the production in Canada of medical supplies,

equipment and drugs. That is, of course, a major expenditure in anybody's budget, whether it is a hospital or a nursing home, whether one is trying to run a chronic care home program or whatever.

The medical industry which is in place behind our medical care system is immense and, by and large, not very useful in terms of providing jobs in Canada or Ontario, or providing much of a bargain for most people who are trying to run hospitals or whatever program they have. We think that one thing you might do is go to your Minister of Industry and Tourism (Mr. Grossman), point out you are a major consumer within the ministry, either directly or indirectly, and say that you would like to be able to purchase those goods when they were made in Canada.

I note, to take one example, the provision of ambulances is something which is a little difficult to fathom. How come we cannot produce in Canada vehicles which are suitable for ambulances? I am sure we can. I see them coming out of the truck plant at the south end of Oshawa every day. Why cannot we do that refitting here? Why cannot that be a Canadian industry? Why are we buying those vehicles from Ohio and having problems with refitting them here?

There needs to be some change in that. That may be government turning around and recognizing what a large purchasing source it is and what an impact it could have on the economy of this province if we had in place crown corporations, or variations of that, or even private sector production of medical supplies, equipment and drugs.

We reiterated too the long-standing position we have held that we wanted to see community based psychiatric services and social services. We want to see them developed and properly funded. In particular, we want to see those things in place in northern Ontario because that is where the major problem is. Women are having a particular problem getting their agencies funded properly, recognized, in place and surviving. Francophones are having the same problem, so are senior citizens, so are native people, and so are immigrants. All are people who have a right to the use of such services and all seem to have great difficulty getting them put in place.

One thing I do not understand is the rather clear and concise division that is in place in this province about things like occupational health and safety and how

that is, in a strange and perverted way, not a Health matter. It is covered by other jurisdictions. Sometimes it is a Health matter and sometimes it is not.

If I were the Minister of Health and people were bothering me about the size of my budget, as I understand some people did a little while ago, although it wasn't us, I would want to look at the causes of that. I would tend to go through my hospital on a regular basis and see that a lot of people are there either directly or indirectly because of something that happened in the work place. It might be an industrial accident or it might be a long-standing cause of some kind of slow growth, low level, whatever, but which would generally fall under the term of some occupational health problem.

Our hospitals and clinics are full of people who are there because of the place where they work. Sometimes it is dramatic and sometimes it is not so dramatic, but I think it is consistent to say that if we were successful in providing a safe work place for the people of this province and if we were able to do that on a long-term basis, we would certainly relieve pressure of all kinds on our health care institutions. We might find ourselves in a health care system which was geared to prevention and was not curative in nature.

The same thing could be said about environmental protection laws and that distinction which is made by this and other governments. A few weeks ago we had a resolution successfully put through the House pointing out the benefits of a dental health program and some form of denticare. It was my resolution and it was intended to focus the discussion on the provision of such services along the lines of one which is already done here in Canada by the New Democratic Party government in Saskatchewan.

It was interesting in the course of that discussion to look at some of the government papers which have been prepared in that regard, to show the kind of cost savings that were there, and to see the kind of general agreement among all members that there was an urgent need to move in that direction.

I wanted to put a focus on it because I really did not want to get into the argument about whether we can afford to bring the dentists under OHIP. That is not really the purpose of the exercise. I notice in my studies of the Saskatchewan program that they attempt to provide a great many forms of dental care, but the thrust is on the preven-



tive part of the program. That is where it began. That is where the expansion occurred. That is where the comprehensive part of the program is. That is where it is most beneficial.

A business person would probably look at that and say: "That is where that program is cost effective, because any time one can spend a dollar and save \$8 or \$15 or whatever, that is good sense in anybody's terminology. Whether one is a socialist or a capitalist, that makes sense." When one can throw into that the fact that one would save many human beings a lot of pain and anguish, provide good care and do many social benefits on the side, in addition to saving large amounts of money, that surely is a program whose time has come and which ought to be a priority of the government.

2:30 p.m.

A couple of other things were included in this. We talked about the public ownership of health services such as nursing homes. And at some point in these estimates I would like to go through, once again, as an exercise in whether the system works or doesn't work, the whole thing about private ambulance operators and if they are being treated fairly.

I repeat our party's belief that the provision of that kind of service ought to be done in the public sector. We recognize there are going to be places where it is difficult to do that in the public sector, where it may not make sense and where you might want to use a public-private variation of it or put it entirely into the private sector.

In many parts of the province, ambulance service is provided by someone who has an ambulance stored in the firehall and volunteers participate in the provision of those services. One has to recognize that this province doesn't lend itself to one nice, clean, total point of view; you have to recognize the great differences there are.

Finally, we should include in this presentation—because we did on that other day—the public health departments, health service organizations, and other similar community service agencies that over a lengthy period have really been coming up short in terms of financial support.

Public health departments, for example, have been in place for a long time, have a rather impressive track record of responding in terms of preventive programs, immunization programs, and home care programs of a wide variety. That concept is in place and it works. That idea is badly underfunded and it is difficult to explain why. When it does work, when it has proved itself over a lengthy

period of time, why is its percentage of the provincial health budget not expanded? The system is hardly a new or revolutionary idea. Why isn't it one of the key movement areas for the ministry? Why doesn't it set up and run that kind of thing?

I want to conclude my initial remarks by going back to my basic original premise. I am not reluctant to say that there are lots of good people working in the ministry and in agencies of the ministry all over the province. Or that I am not grateful for the fact that medicare, in its present form, is here in Ontario. Although it has a great many problems, this government has moved to solve some of the major ones.

However, the system has potential that is not being tapped. Every time we see the people who are the thinkers and movers and shakers at work in the system, you also see people who are rattling chains to make sure that they don't think, so they don't move and don't shake the system. That, in my view, clearly is wrong.

I understand the problems the minister has in dealing with the major medical establishments, institutional establishments and so on, but when you do see people who are brave and bold enough to challenge everyone else to provide care in a way that is different though better, although it is an uphill struggle even among their peers, I do not understand why you do not actively pursue supportive programs for those people.

I know that at some point the minister is going to respond by saying, "Oh, yes, we do." I understand that he can give us a litany of HSOs and the Windsor agreement; we are going to hear a lot of that stuff. But I am saying that those things are the exceptions and are truly and clearly in the minority.

When we consider that we can save some lives, such as those of heart attack victims in Sault Ste. Marie, by using the people we have already trained, the ambulance facilities we already have under a program which is already approved and which has met at one time or other with the sanction of everybody who has to sanction a program, the plain fact is that, to quote the Sault Daily Star, "it is on a stop-go basis."

That is what is wrong. This whole system is on a stop-go basis. Every time it goes ahead one step, it takes at least two steps to the side and a couple to the rear. Then maybe it falls forward to come back to its original position.

Amen.



Mr. Chairman: Thank you very much, Mr. Breaugh. Mr. Minister, do you have a response to the points raised?

Do you have a point of order, Mr. Ramsay?

Mr. Ramsay: I have a few remarks that I would like to make that wouldn't take too long. They may be related to what the minister is going to say, in any event. If I go ahead and give them, then he can reply to both Mr. Breaugh and to me.

Mr. Chairman: It is quite all right with the chair, as long as it suits Mr. Breaugh and the minister.

Hon. Mr. Timbrell: That's fine.

Mr. Ramsay: One of the things I would like to do is to endorse the comments Mr. Breaugh has made about transportation from northern Ontario to Toronto, which is the centre of the medical services in Ontario.

I am certainly not going to endorse a *carte blanche* type of arrangement, but I think there has to be some consideration given to the fact that people from northern Ontario have to go to Toronto for particular treatments. They can't always go on an ambulance stretcher and, therefore, be eligible for OHIP benefits; they are ambulatory in many cases. It is a terrible hardship for many of them, particularly when they have to stay over in Toronto.

I am also concerned that there may be a feeling—I use the word “may” advisedly because I am not sure of this—that Sudbury could become a regional medical centre for northern Ontario. Sudbury is getting services such as a computed axial tomography scanner and other sophisticated medical equipment; we are often being told now, “Golly, you will be able to go to Sudbury rather than to Toronto, particularly when we get the ambulance air service going.”

I don't think that will ever work. Sudbury deserves all the medical facilities it can possibly get, because it serves a large area. It encompasses several smaller communities such as Capreol, Chapleau, Espanola, Manitoulin Island, Copper Cliff and even Sturgeon Falls and North Bay. But I think you will find a great reluctance for people from Timmins or Sault Ste. Marie to go to Sudbury rather than to go to Toronto, not only for traditional reasons but for transportation reasons.

It is a lot easier for us to get to Toronto from Sault Ste. Marie, Timmins, Kirkland Lake or from other areas in the north than it is to get to Sudbury. It is a three-hour ride on a highway that is less than satisfactory, if you are going by ambulance or

by car. If you are going by air, it has to be by norOntair. There is nothing wrong with that, but it isn't suitable for ambulance transportation.

I would just like to make the point that consideration has to be given to transportation for those people who require medical service in Toronto. If you are thinking in terms of Sudbury as a regional centre, I think that is great for Sudbury and the area around it, but it should not include Sault Ste. Marie, and Timmins, et cetera.

I would also like to correct an impression that Mr. Breaugh may have left, and again I use the term “may” advisedly. He may not have intended it the way it sounded. It seemed, from his remarks, as though the Plummer Memorial Public Hospital were the villain in the piece as far as the ambulance service in Sault Ste. Marie is concerned.

Actually, the opposite is true. It was at Plummer hospital—I was involved at that time on the board; in fact, I may even have been chairman—where the ambulance service was established and started to provide the emergency treatment. It worked very well and we are very proud of the fact that we were the first in the province to do this sort of thing. We felt that we were providing a service and also a pilot project, so to speak, as well. We hoped that the practice would spread to other parts of the province.

As you all know, the college of physicians and surgeons have asked that the hospitals cease and desist in this particular practice unless there is a doctor on service 24 hours a day. I fully concur that a doctor should be on emergency service in Sault Ste. Marie 24 hours a day. However, I think it would be practical to have a common emergency service. We have two hospitals, both operating emergency services for 24 hours a day, but neither of them has a doctor on service 24 hours a day.

2:40 p.m.

There have been studies by and countless meetings of the joint hospital advisory committee in Sault Ste. Marie, which has attempted to work out some sort of an arrangement. Possibly one emergency unit or the other will close down for a year; perhaps the two units could stagger their services; or there could simply be only one emergency service. I think when we can rationalize that service it is going to be a lot easier to provide 24-hour physician service.

Be that as it may, I still think the hospitals in the Sault are going to resolve this problem with the help of the district health coun-

cil in the very near future, and we will have 24-hour service.

I have just one other comment. It concerns a meeting I attended with the Deputy Minister of Health some time ago. One of my colleagues from the party I represent took the deputy minister to task for the lack of services and the numerous problems in the hospital care field in the constituency that he represented.

I felt a little guilty afterwards. I sat there during this meeting and listened to the ministry, and particularly the deputy minister, being taken to task for what my colleague thought was lack of action. I couldn't help thinking that in this past year I have seen so many initiatives by the Ministry of Health in the area that I represent in Sault Ste. Marie.

Our district health clinic, which was started by the Steelworkers' union, is the finest hospital service organization in the province, bar none. I saw their difficulties in projecting their budgets over any extended period of time. They had been in an ad hoc situation over a period of several years with the ministry and felt they were in a hand-to-mouth situation and I saw those problems resolved this past year by the ministry to the satisfaction of the district health clinic.

I pay tribute again to that organization, because it is truly outstanding. We are very proud of it in the Sault.

The General Hospital, which is our major hospital in Sault Ste. Marie, had a serious deficit. The ministry came in and worked out some arrangements, and some consultants came in. The deficit was covered, and I saw the General Hospital restored to the position it had been accustomed to.

I saw the physical facilities started for psychiatric services at the Plummer Memorial Public Hospital, which is something that Mr. Breaugh justifiably brought up as lacking in northern Ontario. The facilities will be opened within the next couple of months and these services will be under way very shortly.

It took a long time to get to it, but there has been a start to the rationalization of services between the two hospitals. The psychiatric services coming to Plummer will be more extensive than they were at the General. Obstetrics will shortly be moving to the General Hospital. The funds have already been allocated for that move.

I have seen a role study funded by the ministry for the district health council to try to establish the priorities and needs of health care in Sault Ste. Marie.

Returning to the ambulance service in Sault Ste. Marie, I understand the need for 24-hour service. I understand the chagrin and the frustrations of the ambulance drivers. We have to have 24-hour medical service in the Sault, and I am convinced that we are going to get it. But I don't like to see the overall picture of our services in the Sault minimized by the controversy that is developing at this time.

With our hospitals, our physicians and our district health clinic we have truly outstanding facilities and services. We must continually strive to improve those, and that is going on in Sault Ste. Marie. There may be a bit of empire building between the two hospitals and the district health clinic, but that is not bad as long as there is no duplication of service. The empire building provides us with services sooner than we might normally get them.

I will close on that particular point. We feel the ministry has done well by us this past year and that we have services second to none in northern Ontario. But we still have to come to Toronto for certain services. Until they are provided in Sault Ste. Marie, we feel there should be some subsidization for that.

**Hon. Mr. Timbrell:** I want to thank the last speaker for enumerating a list of initiatives in that part of the province. I would like to think it would be possible to look at most areas of the province and be able to—and I think we could—list a variety of similar initiatives enacted on the part of the ministry in the last year.

**Mr. Conway:** For \$4.4 billion I wouldn't expect it to be otherwise.

**Hon. Mr. Timbrell:** I would like to come to that in a little while. It is true that the ministry is by far the largest in the government, but the level of flexibility in the amount of money we have is very little—in terms of ability to cease funding one area and changing to another.

That comes to the basic point I think the member for Oshawa was trying to make. The most frustrating thing is trying to redirect the health care system; to introduce initiatives and to effect changes; whether it is in the practices of the various disciplines or would-be disciplines, in the operation of the institutional sector or any other aspect of the health care system.

The fact is that built into the basic fabric of the health care system is a whole host of interrelated and interdependent lobbies; perhaps special-interest groups is a kinder way

to describe them. I couldn't even begin to enumerate them. Whenever we seek to effect change they immediately throw up their own defence mechanisms. The member from Pembroke has seen this in his own community in recent years. The public, the media, and in some cases members of the medical professions have tried to effect change and have run up against peculiar—not in the sense of odd but in the sense of being local—special interests, all of which I think have to be taken account of. I guess on balance, as frustrating as it is I don't know that I have seen an indication from any quarter of a better way to deal with a system like this than the one we have in Ontario.

The material I gave the member from Pembroke today is a portion of the report I referred to yesterday that was commissioned by, and last year delivered to, the Department of Health, Education and Welfare in Washington. It describes the planning system in Ontario, which is basically a decentralized system.

Looking at the institutional sector, we have a very small number of staff in the institutional division. As I said yesterday, there is fewer than one person in that division for every hospital in this system.

2:50 p.m.

We do rely on the health councils, and where they do not exist, the hospital planning councils, and, where they do not exist, groups like the Queen's health sciences complex committee, to do the local planning and all the priority setting and lobbying on behalf of those communities. Beyond that, once the priorities are set and programs are approved, we do rely on the community owned and sponsored hospitals and hospital boards. Most times that works, I think, pretty well.

Sometimes it does not work; there are hospital boards that either do not understand or will not or cannot accept, because of some other problems of special interest in the community and the hospital, their authority to manage and to direct the hospital. In those cases in which boards do not use the authority available to them, or perhaps succumb to special interests, it as often as not might be the medical advisory committee that is dictating to the board what they feel is in their interests.

I think that the best role we can play is to act as a rod to the backs of the members of the board so that they—

Mr. Breaugh: Not to say how those rods can help the Canadian body.

Hon. Mr. Timbrell: I am thinking of the supportive type of rod, not the kind you are thinking of.

Seriously, when you look at the systems that have been developed in other parts of the world—and perhaps one that is dear to the heart of the member for Oshawa is the UK system, in which so much of the authority was, at least in the introduction of the plan, centred in whatever they call their equivalent of our ministry.

They were not able to respond to local pressures and to local problems. As a consequence, they got themselves in a lot of difficulty to the extent, I think, that in the 30-year history of the National Health Service it has had two, three, or four royal commissions, each refuting the report of the previous one.

Mr. Breaugh: I wonder if you would mind if I put on the record that the one dearest to my heart is based in Oshawa—not in the UK or in South America or in New Zealand, but in Oshawa.

Hon. Mr. Timbrell: Great. I think it is worthwhile though to keep abreast of the systems that are in place in the rest of the world to avoid their pitfalls. Certainly the biggest pitfall of the UK system, at least initially, was the total centralization of planning without local involvement. They tried to go the other way. In so doing, they set up an elaborate system of area, district and regional health councils that has fallen apart.

I think we have a good balance between the ministry's role, which I would think you would agree with, of setting overall provincial objectives, guidelines and criteria; and relying on the local health councils, the local hospital boards and the local people to do a great deal of the detailed planning.

Inevitably you come up against the local interests. With respect, if you think back over the last couple of years as the ministry has tried to shift from acute care to chronic in many communities; as the ministry has tried to push some reluctant hospitals into greater outpatient services, more reliance on day care, surgery and ambulance direct care as opposed to a continuing heavy reliance on inpatient services, we have come up against those special-interest groups.

Let us be frank about it. There have been occasions when some of our political opponents have taken advantage of that, shall we say, to promote their own interests. I do not decry that. I just wanted to acknowledge that this has happened.

Interjections.



**Mr. Chairman:** Order. The minister has the floor.

**Hon. Mr. Timbrell:** Let us be honest about it. That is a factor that has to be considered as well, in trying to effect change. No matter what kind of changes you want to talk about, whether it is changes in the relationship of one discipline to another, or changes in the relationship of institutional care versus preventive and community care, you are coming up against some vested interest, be they the boards, the doctors, the unions.

I was greeted by a group from one of the unions the other night in Cornwall. Their concern is basically not about quality of care but job security, which is a valid concern. But there, where the hospitals are talking about making some changes in the way they provide services, they have come up against that vested interest. I do not use the term "vested interest" in a pejorative sense or a negative sense, but it is one that has to be dealt with by them and by us.

So change is not going to come overnight. I think though I would have to point out that change in this province, in the shifting of the system, has probably been faster and more thorough than in just about any other province.

For instance, a lot of attention is focused on the fact that in almost every community in the province, except those that have seen huge growth in population, we have over the last number of years closed or phased out acute care beds in the last five years—I think I remember the figures we gave to Mr. Justice Hall—something in the order of 3,500 acute care beds.

At the same time we have added—and in many cases adding would be by way of conversion, but most of it is straight add-on—6,700 chronic, rehab and extended care beds. So in the five-year period, we all know what has happened to the birth rate, we all know what has begun to happen in the last five or 10 years to the aged people of our demography. We have shifted the system to take account of that.

In the same period of time, we are now at a point where something like 33 per cent, one third, of all the surgery performed in Ontario is day surgery. That is across the province. You will find hospitals, for instance not too far from you, the Bowmanville Memorial Hospital—I was there last August. They told me more than half of their surgery is day surgery. People come in in the morning, get prepped, have their operation, rest for a few hours and go home.

There are still hospitals in the province where it is down around 10 to 15 per cent and there is still a lot of potential to increase day surgery, thereby reducing pressure on in-patient beds; maybe allow for some conversion for other uses as for chronic care; reduce costs; and reduce inconvenience to the public and patients for those who do not really have to give up two or three days to be in hospital.

In the same period of time, in shifting proportionately more to the public health sector, we have made a considerable amount of progress in the last couple of years in developing standards for the future for the public health services. You have seen all of the documents that have been prepared to date by public health officials. It has been extensive and wide and very thorough—not just consultation, but involvement by all of the constituent bodies in the public health field in developing the core program proposals which will eventually, within the year, find their way into the new health protection act and the regulations under the health protection act, to bring the public health sector into the next generation.

3 p.m.

I am sure you are aware just how far it has come in a relatively short period of time. Going back 35 years, which is not long, we have gone from 1,000 public health units in Ontario, all with part-time medical officers of health, very few staff, and a fairly limited mandate, to the point where today we have 44—43 if you will; we have one northern Ontario public health service—health units all with full-time, well trained medical officers of health, extensive numbers of public health nurses, inspectors, nutritionists and the like.

One of the problems you mentioned before when you were asking what has held the public health service back—one of the factors, and this is why I chose to go the route of the core programs with the minimum levels of service, has been the reluctance on the part of some municipal governments to attach the same priority in public health as, not just the ministry, but the local board of health.

Like you, I was once a municipal alderman. I am sure your municipality was no different from mine. When it came to the first council meeting in January and you sat around divvying up the committee appointments, the first to go were parks and rec and public works, then traffic, so you could make sure the parks, the boulevards, the sewers, the curbs, the streets and the traffic lights and stop signs were looked after in your ward.

The last one anybody was interested in, at least in 1969-1972 when I was on the North York council, was the board of health.

Unfortunately, it is a fact of life that to a municipal politician being on the board of health does not get you re-elected. It is the tangible signs of the parks, the roads, the sewers and so forth that you point to in your re-election brochure and that the ratepayers' group remembers.

So the introduction of the core programs will go a long way to ensuring that there is a greater uniformity of all aspects of public health services from one part of the province to the other. You only have to look at the per capita spending. I cannot give you the figures for 1980 but as I recall them for 1979, the per capita ranged from about \$8 at the low end—was it lower than that?—even lower than that. Well, let us say \$8 to about \$17 at the upper end of the range per capita spending across the 44 health units.

Obviously included in that \$17 group would be the city of Toronto. You can say the city of Toronto has more restaurants to inspect; they have more problems with new Canadian groups and their health problems; they have more this, more that.

You can discount all that and still find that there are many areas in the province where the level of public health service is simply not satisfactory. Particularly in parts of eastern Ontario, where the member for Oshawa, the member for Renfrew North, and I hail from, even the existing programs for preventive dental services are not sufficient. In some cases they just do not exist, even though there has been provision to cost-share some of those programs. In other areas, the levels of inspection of restaurants and food preparation facilities are not sufficient, quite frankly.

At any rate, we are moving in that area. But ensuring the co-operation of the municipalities has been a problem. That is why, for instance, last year when I freed up approximately \$2 million to increase the provincial share of the health unit budgets in Metropolitan Toronto by one third, one of the riders to the six councils was that I wanted to see the bulk of that—I think the expression I used was the lion's share—used for public health services.

That happened in all but a couple of the Metro municipalities. Unfortunately, one can point to a couple of municipalities where the bulk of it went into keeping down the mill rate and not into public health services. So it is typical. Your municipality was not one of them.

**Mr. McClellan:** In North York?

**Hon. Mr. Timbrell:** No.

**Mr. McClellan:** Who was it?

**Hon. Mr. Timbrell:** East York, but they have their own problems.

But establishing a ground floor and the new health protection act will help us to overcome those problems where the board of health is not able to convince the municipal council that the council should attach the same high priority to these matters as does the board of health and the ministry. Many times we have found ourselves in the position where we have had our 75 cents in hand to cost-share a program—or 60 cents, or 33 and one-third cents—and the municipality has not been willing to come up with their 25, 40 or 66 and two-thirds cents.

I should also point out that this year we have identified eight health units we consider to be undernourished. Over and above the 7.6 per cent base budget increase, we gave them an additional five per cent.

**Mr. Conway:** Which ones are they, Mr. Minister?

**Hon. Mr. Timbrell:** Hamilton-Wentworth; Metro Windsor; Oxford; Waterloo; Peel; Bruce; Niagara; and Halton.

**Mr. Conway:** Just so I understand, this year you have provided some additional funds for those six boards in recognition that they may not have been to a level—

**Hon. Mr. Timbrell:** It is a judgement call on the part of our staff; these are eight health units that are undernourished and need some beefing up of their programs. We gave them an additional five per cent increase. There again the municipalities are going to have to come across. To the best of my knowledge that has not been a problem as yet.

When we get into some of the points you were discussing—podiatry, chiropractic, denture therapist, and so forth—there is only so much. If it is possible to think of treatment of health problems as a pie, inevitably, what you come up against is somebody who is always trying to get a slightly bigger piece, which pushes them up against other professions or quasi-professions on both sides.

The disputes that have gone on between denture therapy and dentistry are classic; also the disputes that have gone on in previous times between dentistry and medicine. Fifty years ago dentistry and medicine were really at war. Over a time that was resolved. With time we can resolve these, but not without a lot of anguish.

Let us just take the case of podiatry. I went through the history. The fact is we have had a Chiropody Act for nearly 40



years, but in the mid-1950s somehow the board of the day shifted the grounds so that chiropractors could not be registered in Ontario, only American-trained podiatrists.

Every review done by lay people—I have to emphasize that; not by doctors, not by people with vested interests who are alleged to work within the ministry, or whatever—through the Committee on the Healing Arts, and particularly the task force on health care for the aged of the Ontario Council of Health, has concluded that what we need is chiropody.

Introducing it is not as easy as that. What it has meant has been a series of discussion papers and allowing time for this sink in. We will be proceeding this year to begin to develop the educational program. As I mentioned yesterday, we are working on the legislation to give effect to this. But we are up against medicine on the one—

3:10 p.m.

**Mr. Breagh:** When might we see that? Maybe we should take a minute or two to do this, because we are getting letters from elderly residents, from joggers, from podiatrists and from their association. Maybe we should attempt to clarify your position, because there have been some accusations about statements you have made.

**Hon. Mr. Timbrell:** First of all, I think it was very clear in my statement in the House that we do not intend as of a particular date to say, "The existing practice of podiatry under the Chiropody Act and the scope of practice as defined therein will end." We are not saying that.

We are saying that the podiatrists in the province will be allowed to continue to treat their patients, that people will not be denied access to them. We are not going to change their scope of practice. We made that very clear. The existing scope which is in the Chiropody Act, as it has been defined or clarified by the courts from time to time, will prevail.

**Mr. Breagh:** So there will be no change for an existing podiatrist.

**Hon. Mr. Timbrell:** That's right.

**Mr. Breagh:** He will be able to perform the same functions that he does today and to bill in the same way as he does today, and may assume that he has the right to continue in practice for whatever period of time.

**Hon. Mr. Timbrell:** Until they want to give up the practice.

**Mr. Ramsay:** Does that include the use of local anaesthetics?

**Hon. Mr. Timbrell:** Anything within his existing scope, including the use of topical anaesthetics, would continue.

**Mr. Ramsay:** I am confused—if you will forgive me for a minute. Does the act say that they can provide local anaesthetics, or does the court say they can, following court action?

**Hon. Mr. Timbrell:** The courts.

**Mr. Breagh:** What legislative changes will subsequently result from your statement?

**Hon. Mr. Timbrell:** Essentially it will provide a mechanism whereby chiropractors trained outside Canada—primarily UK chiropractors—would once again be allowed to register in Ontario.

**Mr. Breagh:** They will be recognized and allowed to practice?

**Hon. Mr. Timbrell:** Right—in the health units and the hospitals.

Secondly, once the program is funded, Ontario-trained chiropractors would be registered to be employed in Ontario and provide foot care services.

We will not be saying to the podiatrists—whatever number it is, 84 or 87; I have heard both numbers—who are really registered as chiropractors under the existing legislation, "Pack your bags," or, "Here is a new scope of practice limiting you to something less than the service you have been providing to your patients."

**Mr. Breagh:** They are assured of no change in their practices.

**Hon. Mr. Timbrell:** That's right.

**Mr. Breagh:** What about any new ones who wanted to register?

**Hon. Mr. Timbrell:** That is one issue we are considering, and I will be interested in the views of the members of the committee whether we should provide a date after which no new ones, other than those Canadians or landed immigrants who are enrolled in courses of podiatry, could be registered, or leave it totally open.

We have discussed this with the podiatrists. After our last meeting I invited their comments on the question of grandfathering—how they would prefer to see it done. I am sure you have seen a copy of the letter I got back.

**Mr. Breagh:** Part of the problem in dealing with this is that opposition members are not privy to conversations between the minister and associations. What the minister had said publicly I find supportable. As to allegations that are made about what occurred



during private meetings, they certainly do not concur with what you said just now.

I hope that you will not take any kind of a punitive view of the work done by podiatrists. I have heard some criticisms of things they have done that in my view are valid. I am also prepared to recognize that they apparently provide good service to a great many people and ought to be allowed to continue.

I frankly do not understand why in the resolution of this one makes the kind of grandfathering distinction that you do; that after a certain date this be no longer considered a proper provision of care. I would think it to be an option that you would exercise; that you would simply say: "Okay. We have introduced chiropody into Ontario because we feel it provides a good option."

A number of the podiatrists with whom I discussed the matter said that the problem from their point of view was really financial, and that if the ministry were prepared to talk about salary options, if it were prepared to look at variations of that scheme, such as capitation or something, that would resolve the financial problem. They said that basically they were having an argument over the fee for service and what they are allowed to bill for under OHIP. They felt that was unfair and that if that could be rectified, the problem would be resolved.

**Hon. Mr. Timbrell:** I must tell you, at the time of the earlier discussions my thinking was very much along the lines of grandfathering it at a particular date—no new ones after that. I have listened to their arguments and have read their briefs, and I am leaning more to recommending that there be no cutoff date; that we provide, in effect, for its continuance—but putting in place some competition.

**Mr. Breaugh:** So, in essence, the legislation will really put in place a new form of care, and that is chiropody. That would be an option I would find supportable.

**Hon. Mr. Timbrell:** In a number of the discussions it has, as you say, come down to economics. Several years ago, the then president of the podiatry association said, "Take us out of OHIP if you want." I don't believe he really thought that one through, but he really wanted me to delist him from OHIP. I have no intention of doing that.

On another occasion recently, admittedly when my thinking was along the lines of a cutoff date, it came down to, "We won't be able to sell our practices." So economics and their own personal financial considerations

were very much on their minds; which is understandable, I suppose, with the investments they have made.

We have one profession against another. Certainly the whole business of the use of the word "doctor" is like a red flag with podiatrists, and also with chiropractors. Our position is very clear. We have no intention of ever letting either use the term "doctor," unless there are lower criteria for its use in Ontario than I think are generally supported.

**Mr. Ramsay:** But they do use it in some cases.

**Hon. Mr. Timbrell:** Oh, they do. They do extensively. I walk into meetings and they say, "This is Doctor Smith," and I say, "Hello, Mr. Smith"; "this is Doctor Jones," "Hello, Mr. Jones." This goes on all the time.

**Mr. Breaugh:** What about the chiropractors in that section of the act which deals with them? I hear it is about to be proceeded with, except that the bad guys on the other side of the House won't accept it.

**Hon. Mr. Timbrell:** There have been discussions with chiropractic for some four years about developing new legislation. Currently there is in fairly wide distribution a draft bill which represents their desires. It includes the use of the term "doctor," and they know my position on that. It includes a scope of practice to which we have not agreed. We have told them we think it is broader than it should be if it is to reflect the training and what should be the practice of chiropractic. In short, we have not been able to agree on legislation.

We will be meeting with representatives of chiropractic in the very near future. I will be putting it to them that I would like to see this cleared up. I am prepared to indicate that my parliamentary assistant and all of our staff will be directed by me to give it one last push to try to come to some agreement on legislation that we could bring to the House.

Failing that, we either drop it and come back to chiropractic later—because there are others waiting, such as physiotherapy; the occupational therapists would like their legislation cleared up—or perhaps it is something they would like to put to a select committee or some other process.

They are pushing up against medicine and against physiotherapy. Both medicine and physiotherapy have concerns about the draft bill which is in circulation. I know the usual view of the representatives of chiropractic is that it is all a medical plot; that the physicians are the big enemies. There have

been opinions expressed by physiotherapists, by some chiropractors, the straight manipulators—is that the proper term?

3:20 p.m.

**Mr. Breagh:** I am not going to touch it.

**Hon. Mr. Timbrell:** So it is not an easy area.

**Mr. Breagh:** In fact, the bad guys are on the other side of the House.

**Mr. Conway:** Haven't you heard?

**Mr. Breagh:** That's what I told them. The minister just verified it.

**Mr. Conway:** All he needs to do is to talk to the chairman, and the whole—

**Hon. Mr. Timbrell:** Well, if that's agreeable, we will just turn the whole matter over to the chairman. He can write the legislation and it will all be done.

**Mr. Breagh:** Agreed.

**Mr. Chairman:** Give me a year off and I will do it.

**Mr. Conway:** He did it once; there's no reason why he can't do it a second time.

**Hon. Mr. Timbrell:** The point has to be made that when you are talking about the introduction of alternatives and changes in the system it is obviously easier to introduce alternatives and make the biggest and most significant shifts where you have shortages or lack of services, or wherever you are talking about a new service.

We have had the greatest success, for instance, in introducing the use of nurse practitioners in the north, particularly through our northern Ontario public health service and in the health service organizations, such as the one in Burlington or in Flemingdon or in Sault Ste. Marie. I think they use them in Oshawa at the Glazier Medical Centre; I am not sure.

The introduction of chronic home care has been most successful in the areas where there have been shortages of other forms of care. It is not in competition; it is filling a void.

The changes in hospitals have come about because of the pressure put on the existing beds by the traditional practices of medicine and because we have said: "We are not going to keep adding where we don't think it should be added. You are going to have to look at these other areas." They have done so, and so you have ended up with hospitals with only about 50 per cent day surgery with no negative effect on health, but in fact a positive effect.

**Mr. Breagh:** I am waiting with bated breath; I am sure you are going to do this

one of these days. When are you going to announce all the magnificent funding changes that have happened for HSOs—the additional amounts of money for nurse practitioners, nutritionists and everybody else who is going to get a chance now to function in an HSO?

**Hon. Mr. Timbrell:** We are going to be dealing with HSOs in public accounts on June 5.

**Mr. Breagh:** Yes; but not that one; I mean, everybody else.

**Hon. Mr. Timbrell:** I can give you the list—I think we have given it to public accounts—of their budgets and which ones are on the new payment mechanism, which ones are going to go on it and which ones will be health centres, such as a couple in Ottawa. I would be glad to get that for you.

**Mr. Breagh:** It is just that my little grapevine tells me that you have moved substantially on the HSOs. Many of them are anticipating that they are going to have the kind of people that they have been trying for years to get. I thought, surely this would be worthy of a major release for clarifying the number of people—

**Hon. Mr. Timbrell:** That is a press release I hadn't thought of. We will get to that.

**Mr. Breagh:** What I want is the thing in writing.

**Hon. Mr. Timbrell:** I remind you that a year ago, when we were beginning to introduce the new formula, which Ray Berry was responsible for developing, there was a great deal of apprehension. You were visited as I am sure the member from Pembroke, Mr. Conway, was visited—I certainly was—by representatives from a whole host of HSOs, saying, "This is bad." Because it was change again. To them, anything different from what they had become used to, albeit in some cases for as little as three or four years, was a threat. But finally those people, particularly the ones in the Sault and Flemingdon and the Caroline Medical Group and the Glazier Medical Centre, and so forth, found that the new funding formula is, in fact, a very good formula for providing them with the opportunities to get into these alternatives.

**Mr. Breagh:** So all of the rumors that I heard about their finally getting some recognition and will be able to reach out and provide better and more staff, all of that is true?

**Hon. Mr. Timbrell:** I guess that depends on the individual HSO. I will get you the information.



There are going to be some 12 or 13 that we will not classify as HSOs, that are not in fact viable as HSOs, but which we will classify and will fund as health clinics—an essentially line-by-line budget—or such organizations, for instance, as York Community Services.

**Mr. McClellan:** You will identify them as well in the material?

**Hon. Mr. Timbrell:** Yes. I will get you copies of it.

The issue with the denture therapists, when it first came up in 1973, was resolved in 1974 on the basis that denture therapists would be allowed to make complete dentures, upper and/or lower, as long as no live teeth were involved.

As far as the provision of partial dentures was concerned, they would have to do that under the supervision of a dentist. That has worked in many cases, and in others it hasn't worked at all.

Perhaps because of philosophical objections on either side—it is cut both ways—some dentists have not been prepared to admit that denture therapists even exist, let alone that they should be supervised. Some denture therapists have never accepted that there should be any restriction. There have also been situations in which one may operate in a town where there is no dentist. Then there is a problem in being supervised by the dentist who lives in the next town. There is also the problem of physical limitation.

We tried for two years to get the denture therapists and the dentists to arrive at a meeting of minds to resolve the philosophical problems. The practical problem of geography and distance, and so forth, could have been resolved if we had been able to resolve the philosophical problems to give total effect to what is in the legislation. We didn't succeed.

I felt that the best way to resolve the matter was in a public forum—that forum being the Ontario Council of Health—to examine the issue and determine what is in the best public interest.

Most of the correspondence I get, and I'm sure most of what you get, deals with the question of cost. If cost was the only consideration it would have been allowed for at the time of the passage of the legislation in 1974; that is, the making of partials without supervision. Cost is a very much less important factor with partial dentures, I submit, than with full dentures, when you are talking about working around, clipping on to and perhaps disturbing remaining live teeth.

I think the public interest would be better

served by an impartial review of the level of capability of those who are at present licensed in the province as denture therapists, in order to advise whether it would be in the public's best interest that they be allowed to do this on their own, or whether they should be under some form of supervision.

I was speaking with the acting chairman of the council of health within the last few days. She tells me that a sociologist and a lawyer have been lined up to sit on the task force and that they are looking for a chairman. I know the concern has been expressed that if there is a dentist on the task force there should be a denture therapist. There won't be either, so they will be free from any allegations of bias pro or anti dentistry or pro or anti denture therapy. I'm sorry I can't give you any names, but as soon as we get them from Sister Margaret we will do that.

About the question of out-of-province claims, I will leave that until we get to the OHIP vote, if I may, and we can have the general manager of OHIP here.

I think in the letter to your colleague about her claim, the general manager did try honestly to say that we have some problems of which he is aware—he has been on the job now for about six months—and which he is working hard to overcome. It is a large operation, and I can't recall the breakdown. I think it's \$17 million in hospital claims in the United States, but I can't recall the amount in medical and other claims. It is a problem which he is working to resolve.

3:30 p.m.

On the question of the nursing home regulations, when we get into the institutional budget you may want to be more specific about which ones are of concern to you. I may say we purposely involved a wide range of bodies in the preparation of it; the medical association, the nursing home association, but just as importantly, the Senior Citizens Advisory Council, in reviewing the proposed changes in the regulations, particularly the Senior Citizens Advisory Council to give the senior citizens' point of view since most of our residents in nursing homes are over 65.

The residents' councils you referred to, along with the process of accreditation, are two particular things we have urged on the nursing home association and the industry in the last few years, which challenges they have willingly picked up and run with. We are up to about 20 nursing homes now, that have become accredited through the Canadian Council on Hospital Accreditation and I can't recall the number of homes that have



instituted residence councils, but it is growing all the time.

**Mr. Breaugh:** While we are on that particular point, over a fairly lengthy period of time now there has been some difficulty whenever your ministry and the Ministry of Community and Social Services, in theory, have to co-ordinate action to supply something to someone, whether that is goods, services, assistance, or whatever. I guess the most current thing is the provision of certain items which are not considered to be prescribed drugs under the Ontario Health Insurance Plan. Whether that is a nutritional supplement or something which is done intravenously or a provision of a service, it seems clear now that co-ordination between the ministries is not—to be polite about it—as smooth as it might be. From the receiver's point of view, it doesn't happen.

Is any thought being given to including, *holus-bolus*, an additional list of things which are not drugs, but are supplements or whatever; or some change in the mechanism of setting up that formula; or any alteration of those proposals you might consider because people, some of whom I know, are in hospital where certain things can be provided which, if they were sent home, they can't get and they cannot afford to get.

**Hon. Mr. Timbrell:** Let's just take the drug benefit plan. The list of things covered by drug benefit has grown considerably, especially in the first couple of years. You may recall that in the first couple of years the usual complaints you got were about the single—what is the term I am trying to think of?—the combination drugs, the fact that many of the more common combination drugs weren't included in the formulary.

There has always been a provision made for special authorization. The physician would phone in or write in and get a special authorization. After the first couple of years, we had enough experience with the patterns to include, bit by bit, just about all of the more common combination drugs in the formulary.

Things like food supplements are covered on special authorization.

**Mr. Breaugh:** If I could just interrupt for a second, that seems to be my problem. When I look over the theoretical structure in place to provide that kind of assistance, I really don't understand the argument because it does strike me that an attempt was made to provide for that, whether that is a special diet or supplement or whatever, but it just doesn't happen.

**Hon. Mr. Timbrell:** Where we get into difficulty, for instance, in the home care program; when a person is on the home care program, he receives a drug benefit card which is renewed monthly. Of course, in acute home care, a month is about the limit of it.

In the chronic home care program, it is renewed monthly. So in those cases there would be the link already set to the drug benefit plan. It is where we don't have chronic home care yet in place that we get such situations as the one that arose a couple of times in Metro last month.

In the first instance, if the person has means, either their own income or private insurance to cover the cost, then those sources of support are expected to cover it. If not, then the social service system has to come into play to do an evaluation of the person's eligibility for benefits. Even if he qualified for as little as the minimum which is, I think, \$250 a month or something under the benefit structure, then the drug benefit comes into play and then the whole process of special authorizations comes in.

In the next two years as we introduce chronic home care throughout the province, I think we will wipe out those in this province. It is a problem. Sometimes it is a communication problem between the hospital and the social services department, or the hospital and the social services department with the home care program.

**Mr. Breaugh:** Since eventually you hope to overcome this problem anyway, wouldn't it be a simpler and better system to go immediately to the authorization system, and not to stumble around through the ministries? The basic problem here is it is often very difficult for an ordinary citizen to understand the process he is supposed to be going through. It is often very difficult for professional administrators working in the field to understand the system.

Would it not be better to simply say in the interim, until you get a chronic home care program across Ontario, it is okay if a doctor authorizes the use of this food supplement, this special service, because it would be a relatively small number of cases, would it not? Surely the ones that come to light are not large in scope and so the risk of financial ruin to the province is minimal.

**Hon. Mr. Timbrell:** Yes.

**Mr. Breaugh:** So would it not then be a humane gesture to say: "We do not have a chronic home care program in place across the province. Between now and the time we get one in place, we will put that special

authorization in effect"? Because it strikes me that doctor-patient relationship is probably the closest link we have between a professional and a patient, and the simplest and most direct. So that might alleviate the difficulty for those few people who fall between the system, which I think is what we are dealing with.

**Hon. Mr. Timbrell:** All you would do is eliminate the one step of going through the social services department to assess whether, for instance, they have a private drug plan that has already been paid for that would cover it, instead of the government having to pay for it.

**Mr. Breaugh:** I would not mind even if you did this little twist, if you said the doctor can authorize these—whatever they are—to be covered under the Ontario Health Insurance Plan. OHIP may then do the research as to whether this person has a private plan or whatever, but the difference would be that instead of asking a person who has been flat on his back for two or three months to do this, you would be asking someone we pay as a government service.

**Hon. Mr. Timbrell:** We do not have people to do that. We do not have people who do means tests or that kind of work. The social services are geared up to do it—

**Mr. Breaugh:** I followed three or four of the cases and had a couple in my own constituency. The thing boggles the mind. It really does. If I were the minister, I would look at that kind of situation and say: "There are not a lot of people involved. There is no major expenditure of funds involved here and we will err on the side of humane treatment of someone who needs some assistance. We will let the bureaucracies"—this will probably cause them to take fits—"do that."

**Hon. Mr. Timbrell:** We are doing it. What I have asked to be checked is ensuring we have made the hospitals aware, and through the hospitals the doctors, of the fact that in areas where we do not have chronic home care, there are ways to cover these people. As you know, they do not take any responsibility in the main once a person leaves the hospital for, in this case, their food supplements or whatever.

**Mr. Breaugh:** So if you were getting in a large segment of the population, I might understand the process you have at work here. But when it is a relatively small number of people, I would simply say, "Despite the needs of a bureaucracy to repeat itself—"

**Hon. Mr. Timbrell:** We would still have to do all these things. We would still have to

make sure the hospitals know this, and through them, make sure the doctors in those hospitals and the social work departments know of this. The only thing you would be eliminating in the interim would be a step for which I do not have staff or systems in place, but which Social Services does have in place, which is to check out things like the availability of pre-paid drug plans that would pay for it instead of the taxpayers.

**Mr. Breaugh:** I would simply eliminate that stuff.

3:40 p.m.

**Hon. Mr. Timbrell:** It will be eliminated with the introduction of the chronic home care. Chronic home care relieves the private plans of a lot—

**Mr. Breaugh:** Yes, I think it is unfair to take those few individuals who are suffering out there because the chronic home care program is not in place. I guess it is not a few if you take the broad spectrum of it.

But on the specific topic we are talking about, I think you could deal with a relatively small number of people who have a clearcut need which we all agree ought to be met and the problem is we have no mechanism in place which seems to have the capacity to deal with their problems efficiently. I would simply say, "We are going to deal with the problem directly and never mind the mechanism."

I understand for the next two years, for I do not know how many people but probably fewer than 100 in Ontario, you are going to pick up the tab.

**Hon. Mr. Timbrell:** I think we can do that; making sure the hospitals, and through them, the doctors and the social work departments, know of the availability now.

I should point out too, Dr. Dyer reminds me, there are times when the drugs and therapeutics advisory service turns down a request for special authorization because in the application for the authorization, sufficient information of proof is not provided that what they are asking for will be therapeutic to the patient. So there are checks and balances there too that have to be taken into account.

**Mr. Breaugh:** The point I want to end this argument on is simply this: I am a member of Parliament. My legislative assistant deals with bureaucracies all day, every day. We are accustomed to filling out forms; to filling notice requirements; to providing definitions; to doing appeals; to writing out long pieces of paper. We live in that world. From our

point of view this thing is a dog's breakfast with barely a snowball's chance of success.

We have succeeded on one or two occasions, but the government of Ontario spent, in my time and my staff's time, 25 times what the cost of the benefit actually was in the process to get to that point where it was authorized.

**Hon. Mr. Timbrell:** I wish I could say with the introduction of chronic home care to Durham region, that would end completely. It won't, when you are talking about the area of special authorizations. From time to time there are going to be cases where the attending physician and the person on the other end in the drugs and therapeutics are going to disagree.

**Mr. Breagh:** It is just a saw-off. But my judgement is that any time it costs me \$30,000 in staff time to give somebody something that is worth \$100, I prefer to give him the \$100 worth of goods or services beforehand and forget the \$30,000 worth of staff time.

**Hon. Mr. Timbrell:** Unless the staff person in drugs and therapeutics who is responsible on the other end as a professional is convinced that it is not going to be therapeutic, that it is questionable.

**Mr. Breagh:** It is a clinical decision?

**Hon. Mr. Timbrell:** Yes, not a—

**Mr. Breagh:** I do not know how much it costs to process this. I know what it costs me because there are two people who work in my office, me and an assistant. I have not a clue what it costs over on the other side. I know the number of people we call, the number of letters we send, so I have some indication of that. But the backup behind that may boggle the mind and you may be spending \$50,000 to prevent the expenditure of \$100. That never seems to me to be a sensible proposition.

You and I both worked in municipal councils and we know sometimes that happens. When a commissioner of works does not want a stop sign put up, there is no end to the amount of staff time that will go into proving conclusively that the \$25 sign should not go on that tree.

**Hon. Mr. Timbrell:** If anything, since the drug benefit plan began, drugs and therapeutics have bent over backwards to co-operate with the physician. I cannot guarantee there will not be the odd time when there will be disagreement over whether what is being asked for special authorization is justified. When that does happen, it will be on the basis of a professional judgement of the therapeutic value and whether it is in the patient's best interest.

**Mr. Breagh:** In which case I would say the doctor is the one to make that decision.

**Mr. Chairman:** I do not think we are going to resolve this.

**Mr. Breagh:** I was trying. I am being so reasonable this afternoon. I can't stand it.

**Hon. Mr. Timbrell:** On the Board of Ophthalmic Dispensers, when do you have that scheduled? Is it the spring or the fall? It is the fall, I was not sure.

I am glad to see that because, given what has been printed in one of the newspapers and the fact that the same newspaper did not see fit to publish a point-by-point rebuttal from the board, leaves me to think that such a review—I am assuming that you will be hearing from the various sides of the various arguments, and I am hoping that it will be conducted under oath, with all the penalties that go for misstatements or misinformation given under oath—will clear up a few problems there. So I am encouraged to see that.

On the Riverdale Hospital—I guess you were there about two weeks ago Wednesday for a tour; I understand it was a good tour—

**Mr. Breagh:** Where was I two weeks ago Tuesday?

**Hon. Mr. Timbrell:** Do you really want to know?

**Mr. Breagh:** If you read into the record where I was last Saturday night, you and I are through.

**Hon. Mr. Timbrell:** We have had several meetings with the hospital representatives—the chairman, the director, the chief of staff—and at staff level six weeks to two months ago.

They did end up last year with no deficit. Their budget in 1979-80 was \$16.8 million. Their budget in 1980-81 is \$18.4 million. So they got one of the bigger increases—a nine and half per cent increase.

They have identified some problem areas where they would like to add staff. In 1980-81, a further \$750,000 is being protected for them. They have to submit their budget. I do not think we have yet received their budget. We are saying to them, "When we receive a budget and have a chance to review it, assuming there are no problems there, we are protecting \$750,000".

They have agreed, as well, to take a look at their operations to try to find some savings. That is under way. So on the financial side we have been more than fair with them, particularly relative to putting in enough from the province.

As I recall, there are some accreditation problems, in relation to the accreditation re-



port, regarding some staffing levels in various areas. This seeks to redress those, which is fine.

The nursing problem is a peculiar one. We are finding that some of the hospitals are reporting difficulties in recruiting what I will call special types of nurses, those required to work in the very difficult area of chronic care, for example. I do not think I could take some of the things with which they have to deal for very long. It is a very demanding, draining experience. Fortunately, more and more in the area of chronic care and rehabilitation they are seeing their patients go home.

I am told that in Riverdale 20 years ago, the ratio was that one third of the patients went home, two thirds of them left by other means. They have turned that around in 20 years. Now two thirds of the people go home. I imagine we both grew up with the impression that chronic hospitals were where you went to die. That is less and less the case, fortunately. None the less, it is a very demanding type of care, particularly for the nursing staff. So they are having difficulties, and they are not alone.

There are difficulties in recruiting operating room nurses in certain parts of Metro Toronto, mainly downtown, for some reason. There are also difficulties in recruiting intensive-care unit and chronic-care unit nurses; again, mainly downtown, not in the suburbs. We are not getting these reports from the rest of the province. It seems to be localized for some reason.

Just this morning we were talking about the question. Apparently something like 30 per cent of the nurses in Ontario are not working. They are rearing children, they are doing something, but they are not nursing.

My discussions with the Ontario Hospital Association and with some hospitals lead me to believe it is more a question of finding ways and means to provide the incentive for the nurses to take the necessary courses for the operation of hospitals than it is a question of numbers.

3:50 p.m.

**Mr. Breagh:** Are you essentially leaving it up to the hospitals to try to devise some incentives or training programs?

**Hon. Mr. Timbrell:** We are discussing it with the hospitals, the hospital association and with Colleges and Universities because, looking to the next few years, we have to keep ahead of this. We have to recognize that we have the pressure of the change in nursing education in some areas of the prov-

ince where there will be an interruption of what has become the pattern over the last 10 years in the graduation of nurses. As you know, some of them are going to expand the length of the program by six months or a year, whereas others will provide the greater clinical experience within the existing two years. So in some areas there will be that to cope with.

As we beef up the public health programs over the next few years there is going to be a greater demand for public health nurses. That has to be taken into account, plus these problems they are experiencing, mainly in downtown Metro and I have heard in one hospital in London. The other hospitals in London are fine. One has problems in recruitment.

**Mr. Breagh:** It seems a strange phenomenon. They had no answer either. In general terms they were talking about salary levels, but then they tried to correct that situation and went through the history of the problems. There was no apparent reason why they couldn't draw nursing staff, aside from the very generalized one that chronic care facilities are not the most pleasant places to work or perhaps it might be a transportation problem.

**Hon. Mr. Timbrell:** Riverdale is not a very old hospital.

**Mr. Breagh:** It's young.

**Hon. Mr. Timbrell:** It's only about 20 years old, if that, but part of it might be due to the fact that just about every other chronic hospital is brand new. The Queen Elizabeth Hospitals 1 and 2 are brand new; West Park Hospital, completely rebuilt; The Salvation Army Grace Hospital, completely renovated; The Runnymede Hospital is not in the same league, of course. Whether that's part of it, I don't know. Transportation may be part of it, the location. There have been some problems in that area. I don't know. We can't pinpoint any particular factor, but they're working very hard.

You mentioned the recruitment by the Americans. To their credit, when the various American groups came up, Riverdale was down there in the same room saying, "Here's why you should stay, or why you should not only stay in Ontario but come to our hospital." So I think the board and the administration are doing everything they can to sort that out.

I did want to point out, though, that on the financial side I think they have done—

**Mr. Breagh:** In my discussions they have said they had some financial problems and

they were working toward rectifying them. They went over their own internal staffing difficulties they had had for some time. Some were conscious decisions of their own board and some were not. In essence, they left me with the impression that if you solved their financial problem completely, you still could not get people to do the kind of work it was necessary to do in that facility.

**Hon. Mr. Timbrell:** In regard to the chest clinics question, my understanding is that in the letters that go out the miner will be told that an abnormality has been found and we advise the person that we are sending a report to his or her physician and that he or she should consult with the physician right away. It is true we don't send the technical report to the individual. I suspect this is because—I know I wouldn't understand any technical report you sent to me about myself.

I am also advised we don't tell the individuals they should make application to the Workmen's Compensation Board. Sometimes that is something the doctor would pursue with his patient. Essentially the letter says here is an abnormality; the report is going to your doctor; consult with him or her right away.

**Mr. Breagh:** The discussion I had was with the union rep who deals with miners who bring these letters in and he showed me a couple of them. Unfortunately, I didn't bring them with me this afternoon. It's unusual for the general population to get an official letter from Toronto from the Ministry of Health staff. The letters I saw—and he showed me two or three examples in his office that afternoon; I can't remember them verbatim—in essence said: "A problem has been discovered in your testing. You should be submitting an appeal to the Workmen's Compensation Board and you should go and see your local doctor." All of which struck me as being a rather unusual thing for the ministry to do.

**Hon. Mr. Timbrell:** I am advised that we don't tell them to appeal.

You raised the question of the ambulances: why buy ambulances from Ohio? We had a difficulty last year when the company with whom we had contracted for the conversion of the chassis—basically we only buy one chassis; our specifications are such that we have for years bought only Chrysler chassis. In 1977-78 or 1978-79 we pre-bought a large number of chassis because the information at the time was there was going to be a significant change in the design which would have gummed up our system. At any rate, we pre-bought about 150 chassis.

We had contracted with a firm to convert them into ambulances according to our specifications. That firm ran into difficulty and couldn't complete the contract, and therefore we were going to get significantly behind in the delivery of new vehicles to the field. So, in order to keep on a reasonable schedule we bought 36 ready-builts, as they are called. If I remember correctly, we bought them through a Windsor firm, a Canadian firm, but we did buy ready-builts and it turns out they are American made. That is a one-time situation I hope will not recur.

At the same time we placed orders in Ontario for 100 chassis to be converted into ambulances. The Ministry of Government Services helped us out in cleaning up the problems with the ones left with the firm that couldn't finish the contract. They helped us out in finishing those conversions at the Judson Street shops.

It is not normal practice to go out of the province for ambulances. They are not our design, for one thing. There are some differences; basically if you see an orange and white Ford ambulance on the road it's from Ohio, and it is one of those 36.

**Mr. Breagh:** Is that where the Omaha orange came in?

**Hon. Mr. Timbrell:** No, I would much rather they were all lime green.

**Mr. Breagh:** I prefer the Omaha orange and if you could get a little black on there that would be all right too.

What about the dispute in the Sault about the three hospital cardiac care units?

4 p.m.

**Hon. Mr. Timbrell:** As I understand it, what it comes down to is a question of whether or not there is to be a physician on site to read the electrocardiograms. The college of physicians and surgeons took the position there should be.

**Mr. Breagh:** Could I just interrupt you? It seemed quite a ludicrous situation that there were physicians ducking and hiding because they didn't want to be on site. Is the problem that a nurse trained in cardiac care can't do it, as I have seen in some American situations where the nurse reads the print-out and a physician is available nearby—under supervision in other words, but is not actually doing the read-out and giving directions to the ambulance operators—is that the problem?

**Hon. Mr. Timbrell:** Maybe Dr. Dyer can give you some more.

**Dr. Dyer:** In this case the College of Registered Nurses also objected to the nurses

reading these ECGs. The college here objected to that, as well as the college of physicians and surgeons. There were some physicians who did not want to read them, who did not feel qualified to read them. So since there was not somebody routinely available to read these ECGs, they took the equipment out. The service is not provided.

**Mr. Breaugh:** Okay, so we're now on a search for some group of persons who can provide that kind of direct supervision. We are, of course, all aware of the technical devices that are around now so that physician doesn't have to stand in an emergency ward. One could take that in several other locations.

**Hon. Mr. Timbrell:** As Mr. Ramsay stated earlier, they have two emergency departments but they are literally a stone's throw apart. They are open 24 hours a day, but after—I'm not sure what time at night, but let's say 10 o'clock until seven or eight in the morning, there is no physician there. There are physicians on call and they will be called usually when the ambulance is on its way in, so they get there at the same time or about the same time as the patient, but they're not actually there.

For a number of years there has been a joint committee—I can't recall the name under which they operated but it was even before the existence of the district health council—a committee to try to get agreement between the hospitals to rationalize services—emergency laboratory, a range of things. Mr. Ramsay pointed out we have been able to get agreement on things like obstetrics. We made a breakthrough in psychiatric care. We are making some progress.

Let me say, too, one of the stumbling blocks has been, particularly in the case of Sault Ste. Marie General Hospital, the feeling there is an unwritten agenda somewhere on the part of the ministry or the minister, or both, that they have to merge, that the sisters have to give up their hospital.

**Mr. Breaugh:** They are not likely to do that.

**Hon. Mr. Timbrell:** That is not my policy; it's not the ministry's policy, and I will be so indicating in a letter to the health council chairman, which I hope will remove some of the concern on at least one side of the discussions about the future. I am advised that they expect within the next two weeks to resolve the matter of rationalizing the emergency services. Working with the medical staff, I think they can resolve this and reinstate the program.

**Mr. Breaugh:** Could we move for just a second to one of the things that galls me a lot?

There has been a lot of PR stuff about the number of lives saved with cardiac patients getting to the hospital, for example, in Seattle, an area which has had a great deal of publicity. If one looks at the pieces providing that service we have those pieces here. If the technology isn't in place already it could be put in place in a relatively short period of time. There is not much of a reason I can think of why that kind of service couldn't be implemented, not across Ontario with ease, but in many of our urban centres.

**Hon. Mr. Timbrell:** I don't know what the Seattle system is, I am sorry, because they all vary. As I was saying in the House yesterday, this term "paramedic" can be a very misleading term because it means different things to different people.

The medical standard we have in Ontario is the highest required by any jurisdiction in North America; it is certainly higher than the standards which are used in areas where they have what they call paramedics.

For instance, it is now a requirement that you have cardiac pulmonary resuscitation training. As I mentioned in the House yesterday, 93 per cent of all of our attendants in the province are certified CPR. They have to renew that, of course; they can't just get it once and sit on it. I think about 400 of them are qualified instructors now as well and are involved in one form or another of community training in CPR. Certainly that is important to broaden the extent.

We have also had courses within the ministry. A number of the senior staff have taken, or are taking, CPR training.

So I think we already have in Ontario a basic standard of ambulance services which is very high. There is a problem, of course, in the pre-1975-77 group that don't even have emergency medical care assistant training.

**Mr. Breaugh:** We should recognize the fact, and perhaps spend a little time on it later on, that there are problems with that certification process about where the courses are offered, what the content is, the two parts of the courses and so on.

I find it frustrating—I guess it's just natural—and I blow up sometimes when I see American programs being so highly touted and their success rate put forward. Then I look at our own ambulance attendants, who are every bit as well qualified, at our technology, which is every bit as good, and



there isn't any shortage in the medical staff either.

So I really am confounded sometimes when I see an American program. Not that they're bad; they simply do such a tremendous PR job. They manage to find their way around the legalities and niceties, whereas we do not. We have the staff and the equipment; we do not have programs. Where we do have them, for example, in this pre-hospital cardiac care unit, we have them in small pockets here and there, and even they have problems. But we don't have them across the board.

**Hon. Mr. Timbrell:** We have, somewhere here, an extensive spread from the Montreal Gazette of about six weeks ago, extolling the virtues of the Ontario ambulance system as the ideal emergency system for Canada. I will try to find it.

**Mr. Breagh:** Maybe that's because when you get a couple of hundred miles away from home your system looks a lot better.

**Hon. Mr. Timbrell:** I don't know. Seriously, maybe we just don't toot our horns enough. Look at the job the system did in Mississauga and in Hamilton at St. Joseph's, and the job they are doing today, and have been doing for a week, in the northwest. It is a pretty darn good system, and I think we should be proud of it.

**Mr. Breagh:** We're agreed on that. A number of my friends happen to work here in Toronto as ambulance attendants, and they are highly qualified people.

There is so much about the American paramedics in different places. In most of the instances I have taken the time to try to follow up on, what I find is someone working as an ambulance attendant, but with a slightly different name, always under the supervision of a doctor or someone with higher training. So in fact their training is no better; there are no people flitting about the various states of the union with better training than our people. Our people are as good or better.

**Hon. Mr. Timbrell:** Even in California—which is the one that people usually think of first, probably because of the TV program—when the program began, which would be in the early 1960s, I think, the attendants weren't even allowed to go to the scene of an accident or other emergency without a doctor or a nurse with them. It was only with time, as they proved themselves and it was found to be not only cost effective but it also saved lives, that they expanded it.

Here in the province we have three or four pilot schemes under way. Our own helicopter system is a pilot project, because our attendants who work on the helicopters are drawn from the ranks of the ambulance services branch and are, if you will, paramedics. They are working under the supervision of physicians under Dr. R. Y. McMurtry at the regional trauma unit at Sunnybrook Medical Centre.

4:10 p.m.

With time, we will probably develop a greater and greater use of personnel trained beyond the basic emergency medical care assistant level. I will admit we are not rushing into it; it is not at all certain yet to what extent it is better to go beyond EMCA.

I have not been able to find a solution to the problem of how we bring up to the EMCA level a very large number of the attendants who are working in the system now, who have been grandfathered. Most of them have cardiac pulmonary resuscitation, but they do not have the balance.

**Mr. Breagh:** And there are mechanical problems of how to get from here to there.

**Hon. Mr. Timbrell:** You also made a number of points about the brief you submitted to the Hall commission. I will not respond to your comment about my presentation to them.

**Mr. Breagh:** Go ahead.

**Hon. Mr. Timbrell:** It was most unkind.

I know it has been the policy of your party federally and provincially for many years, especially going back to the time five years ago when the federal government said: "Okay, that's it. Cost sharing is over. We are going to have something different; there should be dollar-for-dollar matching."

The problem then and the problem now is the matching of what, and for what? We always had difficulties under the previous system with the fact that ambulance services were never cost shared; the nursing homes—the extended care benefit—was never cost shared; nor were the public health system, the community mental health system and psychiatric hospitals ever cost shared.

The federal government is like any other government. They go in cycles. They went through a cycle from 1975 to 1978 where they wanted to be seen as—I guess they actually tried—saving money, and controlling spending. When they get into that inevitably they start to trim back on their commitments; they say, "What we previously cost shared, we will no longer cost share," or, "We will not cost share to as great an extent."

You end up with the provincial governments' priorities being jerked around in Ottawa.

Another program that comes to mind is the drug benefit plan. It was never cost shared. They never agreed to it. It took us years even to get outpatient services cost shared after hospital insurance was introduced.

So I have a lot of concern about that. We could well find ourselves behind the eight ball in no time at all if that dollar-for-dollar is reintroduced. I am sure, at some point, some minister or deputy minister of finance is going to call in the next Minister of National Health and Welfare and say: "We have to control our transfers to the provinces. One area in which we are going to start is in the cost sharing."

I remind you that—was it Mr. Chretien?—in 1978, tried to screw up established program funding. If I remember correctly, he tried to get the provinces to agree to let them rob some of the escalation portions of EPF. I think it was in September 1978. The provinces unanimously, including Frank Miller, our Treasurer, said: "No way. That is what has been agreed to. It was not what we wanted, but now that we have it, you are not going to take away the escalation."

My preference is still for some kind of a mechanism that allows the provinces to continue to set some of their own priorities, whether it is the introduction of a drug benefit plan, the home care program—which is another one that was never cost shared—or other alternatives, rather than being subject to those kinds of whims which are totally beyond our control.

I want to put it on our parliamentary record that I am concerned about some of the rhetoric of the last 12 to 15 months. There was a meeting in Ottawa of the deputy ministers of health of the provinces and the federal government. I think it was held on March 6 and 7, 1979. This group gets together usually about once a year, sometimes twice a year. On the agenda for that meeting was an item which had been put there by a couple of the provinces, not by the federal government, which asked the questions: are there any concerns about the principles of medicare; are there any problems?

The answer which was given by the Deputy Minister of National Health and Welfare to the provincial deputies was: "We are looking at the criteria for medicare. There are no particular problems right now, but we will get back to you."

Three days later we had statements coming from Mr. Trudeau in the House of Commons to the effect that medicare was falling apart and something would have to be done about it. Three days after that I got the Minister of National Health and Welfare on the phone and said: "What's this all about? The provinces specifically put the question to you and got quite a different answer from the political one." Again I was assured by the minister herself: "No particular problems. We will get back to you."

By the way, the minister had never visited any of the provincial health ministers, had never had a federal-provincial conference of health ministers. I only met her because I happened to be in Friuli, which is the most northeasterly region of the Republic of Italy, at a time she happened to be there.

**Mr. Breagh:** Do you want to explain that?

**Hon. Mr. Timbrell:** The occasion was to commemorate the completion of five housing projects in the earthquake zone to which the government and the people of Ontario had contributed \$500,000.

There has been some legitimate concern, obviously, about medicare, about the relationship between government and the professions, about funding relationships and so forth. But there has been an awful lot of politics in it. I think that is unfortunate, when you know the background; the lack of meetings, the lack of expression of concern. All of a sudden they just spring this on the provincial governments.

That is why I so openly welcomed the appointment of Mr. Justice Hall last September, to get the thing out of the political rhetoric game that had been generated in the spring of 1979 in Ottawa, and on to a higher plane.

I am the first to admit there are problems. I would argue that we have managed those problems and contained those problems fairly well in the last couple of years. But an objective analysis was needed and is needed. It will be very helpful in arriving at some permanent solutions. But the political rhetoric that was generated in the spring of 1979 and to some extent in the election campaign in 1980 was doing absolutely nothing to help the state of medicare to resolve these, in some cases, very deep problems.

**Mr. Breagh:** Just to be fair, I must admit the thought did cross my mind: Monique Begin may have been concerned about medicare, but I do not recall reference to any speeches she may have made in that regard when she was the minister. In fact, I do



not think I saw any public concern stated by her until she was no longer the minister. This is not to reflect on her values or anything, but it struck me that she was a participant in that—

**Hon. Mr. Timbrell:** It is not my style to engage in federal government bashing. It never has been. But I just wanted it on our record; little things like the fact that there had never been a single meeting of the ministers of health of Canada in her tenure; she had never even gone to the provincial capitals to visit the ministers of health. The whole thing was a little questionable.

**Mr. Breaugh:** Not that we are being political here—we do not want to use politics.

**Hon. Mr. Timbrell:** There is the question of the private ambulance operators. As you know, we have quite a mix. We have ambulance services that are run by the ministry; there are 10 of them; yours in Oshawa is one, and they are also in Brampton, Ottawa, Windsor, and so on. There are a number that are operated by the municipalities, the most obvious example being Metropolitan Toronto. There are 75 which are operated by the hospitals. The balance, about 70 or 72, are private operators.

4:20 p.m.

There are two basic concerns that I think the ambulance operators have right now. One is a question of management compensation; whether the present funding structure is fair in the level of compensation provided for individual ambulance operators. We are working on a new formula. In that regard we have already had extensive meetings with them. Once we have Management Board of Cabinet approval, I think we can present it to them. I think they will be more satisfied with it.

**Mr. Conway:** Is legal action pending between private ambulance operators and the ministry? Have you been sued by anybody in the private ambulance sector?

**Hon. Mr. Timbrell:** There is the lawsuit about the services for Port Perry. The former operator passed away.

**Mr. Conway:** But that's the only one? Have any of those charges been proceeded with to the court level?

**Hon. Mr. Timbrell:** The second issue has to do with equity and licensing. They are related—again, it impinges on this suit in Port Perry—to whether or not the operators have equity in a system which is totally funded by the ministry and for which all the ambulance vehicles are provided by the min-

istry. That is not such an easy one to resolve.

The Ombudsman is looking at that question. He was approached by two or three operators on the question of equity. His examination and ours are coincident one with the other.

**Mr. Conway:** It will be interesting to see who finishes first.

**Hon. Mr. Timbrell:** I'll tell you who is going to finish first. It is going to be the Ombudsman, because—

**Mr. Conway:** Then the millenium will beat you both.

**Mr. Breaugh:** O ye of little faith.

**Hon. Mr. Timbrell:** I think that is one in which it would better serve the interests of the public, as well as the operators, if we were to conduct our examination coincident with them.

But those are essentially the two issues: management compensation and equity. Tied in with the latter is the question of licensing when a service becomes available by reason of death or retirement or sale. This comes back to the question of equity; whether the ministry automatically has to accept the person to whom the private operator sells—if, in fact, he has the right to sell—or whether the ministry has a right or an obligation to be selective and look through the agreement of purchase and sale, or whatever it is, and ask, "Is this a person whom we would choose?"

**Mr. Conway:** I had intended to raise this later on, but we may as well deal with it in some way here. Do you mean to tell me that there has never been a policy which clearly indicates to the private ambulance operators what their fate is in so far as the critical question of equity is concerned? In some communications with me the very distinct impression is given that, under your predecessor, it was felt that there was a guarantee of equity that would be respected. The deputy minister nods his head.

**Hon. Mr. Timbrell:** I think it is fair to say that there is a dispute over what was agreed to.

**Mr. Conway:** There is no question that there is some disputation, but at this late date you have no clear idea? It is going to be settled either by the courts or by—

**Hon. Mr. Timbrell:** We think it is clear. They think it is clear, but in a different way.

**Mr. Conway:** If it is clear, then can you indicate a policy directive, a statement of principle that sets it out clearly: When, if, as



and where those transfers are going to occur there will be no respect financially for any equity the private operator might think he has developed in the—

**Hon. Mr. Timbrell:** I think that is an area that—

**Mr. Conway:** Because if it is clear, it has to be clear somewhere in—

**Hon. Mr. Timbrell:** Again, that is what the Ombudsman's role is.

**Mr. Conway:** No, but you said it was clear and I have no reason to think you are not telling me the absolute truth. All I want to know is where could we point to some tangible evidence to assure ourselves that clarity is set out clearly.

**Hon. Mr. Timbrell:** Essentially our position has been that they do not have equity.

**Mr. Conway:** That is not their impression.

**Hon. Mr. Timbrell:** But that is where the dispute comes.

**Mr. Conway:** All right. Then you must have something—because I know the way you people operate. You are very thorough and you can be very literal. You must have something in writing somewhere.

**Hon. Mr. Timbrell:** I am constrained somewhat by the fact that it is in court on this very issue.

**Mr. Conway:** Oh, God. I think this whole Legislature should adjourn to the courts. Nothing seems to—

**Hon. Mr. Timbrell:** In the Port Perry case.

**Mr. Conway:** Can you give me a document, something that says just what you say is clear? It must exist. It is a very—

**Hon. Mr. Timbrell:** Yes. It is called the Ambulance Act.

**Mr. Conway:** All right. Would you cite the chapter and verse in there?

**Hon. Mr. Timbrell:** I cannot off the top of my head, but I will get you chapter and verse.

**Mr. Conway:** Because you know these people feel—and I think this is important from the point of view. I have no particular knowledge of their past experience and involvement, but some of them feel strongly that in regular dialogue with your immediate predecessor they were given very strong assurances that he felt there was a real private sector investment there that would be respected. Now they feel they have suddenly come full circle and they have a Minister of Health who is a worse socialist horror than Mr. Breaugh, the member for Oshawa,

and wishes to wilfully expropriate this equity built up over many years.

**Hon. Mr. Timbrell:** Therein is where the issue is joined. It is a central issue in the case in the courts now about Port Perry—

**Mr. Conway:** I will accept then your assurance that you will provide to me clearly that portion of the ministry act or the Ambulance Act that sets out precisely where it says there will be no equity regarded in any transfer.

**Hon. Mr. Timbrell:** We will get you that section.

On this issue of transportation from the north raised by the member for Sault Ste. Marie—it was also mentioned by the member for Oshawa—with respect, I think it has many facets.

First of all, I was interested to learn in the last year that one of the very best cardiovascular surgeons in Ontario—I do not know who is the best, but he is one of the best—practises in Sudbury. I met him on Friday afternoon in his hospital. That physician, I am told, would provide to anybody in northern Ontario as good or better care than anything they would find in Ottawa, in Kingston, in Toronto, in Hamilton, or in London, the five teaching centres.

Unfortunately, until we started rattling some chains around the north pointing out that fact, he was being ignored by a great many referring physicians in the north who, perhaps because they trained at McMaster, or trained at Toronto, or they trained at Queen's, were automatically referring their cardiovascular work to the south. More and more he is being utilized, I am told.

I have been told by specialists in Timmins they have had to leave the town because referring physicians in Timmins would refer to Toronto before they would refer to a local specialist.

What I am getting at is there are a number of barriers to be overcome: one, to use the special services that are there; two, to identify gaps in specialties, and that process is under way. For instance, we have used the under service area program which Dr. Copeman heads up for—how many specialists now, Bill?—about 10 specialists, particularly psychiatrists. But where the need is identified, the gap in specialty services, we are prepared to use the program to try to recruit specialists to go in.

4:30 p.m.

I think it is important that we continue to try to develop Sudbury and Thunder Bay as good regional centres so that more and

more of the cases that previously have routinely come south will stay in the north. There is no need for them always to come to the teaching centres in the south, especially when you have someone like this physician in Sudbury.

Secondly, we have in place now a very extensive, very good, air ambulance system in the north. It is one we think can be improved. For instance, in the last year we have established the Oak Ridges dispatch centre, which now co-ordinates all the land and air movement in the province, as well as a centre at Sioux Lookout.

We are going to institute the jet ambulance—or fixed wing ambulance, if you will, for the nurses—and the helicopter service in the north to further augment and improve on that system, both for accessibility—that is why we have been talking about helicopters; to get into some of the very small, more remote communities that do not have access to airstrips—and for speed as well when that is required.

We have in the north now a number of telemedicine projects. When we cannot get the specialists to locate there, we can at least get them there by the medium of television. I do not know whether you have been, for instance, to the zone hospital at Sioux Lookout yet, but Dr. Bain is connected up with Sunnybrook Hospital on a regular basis. The cardiovascular surgeons will consult once during the week. The others will do it another time. That is going to be expanded. We are beginning work now on the expansion of that.

As I have said publicly, I have a lot of difficulty with this notion of the health care system picking up nonmedical transportation costs. I would suggest to you it is not just a question of the north. I am reminded that in the last year my own mother from Sydenham, on the advice of a specialist in Kingston, was told: "There is nobody around here I would refer you to. I think the best person for you to see for your bursitis is a doctor in Hamilton." So for her it meant a whole day off work—more than that, a day and a half—a drive to Hamilton to see the doctors, stay overnight and then drive home.

No matter whether you are in a period of restraint or whether you are in a period such as that described by the member from Pembroke yesterday, with all the demands on a health care system to expand or to add health facilities, programs, budgets, staff, I do not know how you can justify taking out of the health budget nonhealth costs, whether they be for travel—whether it is an air fare from

the Sault for a person who does not need emergency transport, or for the gasoline costs from Sydenham to Hamilton—or for lost wages. Once you start covering nonhealth transportation costs it is just a very short step to then covering accommodation, food, lost wages.

All the same, for a spouse or child who accompanies a patient, I just think you are in a very difficult area, one that is obviously a concern in the north in particular, but one that could be presumably called a potential concern elsewhere. We are taking a look at that with Northern Affairs to see what might be done. One of the things we are looking at of course is the new fixed wing aircraft ambulances and how they might be used; not to return empty to the north, to shuttle people back and forth.

But it is not as simple as even, with respect, your colleague's resolution makes it out to be. The implications are quite extensive. There are mechanisms in place now through Social Services to assist those individuals or those families for whom having to leave the community for care is a financial burden, and one they cannot bear, just as it would be in the case of my mother. If she could not have afforded to drive to Hamilton to see that specialist for her bursitis, there would have been a mechanism to use to cover that cost.

**Mr. McClellan:** This is just off the top of my head. But surely you acknowledge a difference between Sydenham and even Sudbury on the one hand, and Kenora on the other hand; or Ignace or Red Lake or any of a number of communities for whom there is a simple, absolute necessity of moving out of the community in order to obtain health care. I think your argument that it is appropriate to have the care in Sudbury is a proper argument. Timmins ought to have the care in Timmins.

There are some communities in which, because of the isolation, the distance and the size, it is not going to be possible—

**Hon. Mr. Timbrell:** Yes, right.

**Mr. McClellan:** Just to conclude the thought, you should look at it on a designated area basis.

**Hon. Mr. Timbrell:** I have difficulty, when you get into this sort of a thing, separating one area of the province from another, but you know it is probably easier and takes a shorter length of time to get from Kenora to Winnipeg, a centre used extensively by north-westerners for specialty services, than it is to get from Sydenham to Hamilton. It is probably easier to get from Timmins or North

Bay to Sudbury than it is to get to Kingston from some parts of Lanark and Renfrew and north. So I have difficulty saying here is something you will restrict to one part of the province or another. I do not think you can. I have even more difficulty with the principle.

**Mr. McClellan:** You use the principle all of the time.

**Mr. Breagh:** I think a difference of opinion will arise here. It is essentially the perspective from which you start. Perhaps it is simplistic, but I would start from the notion that it does not matter where you live in his province, you ought to have equal access to the medical system. If it is because your doctor sends you to Toronto or to Hamilton or wherever, the government ought to be attempting to find a fair means of getting people there in the first instance, and secondly, seeing that you do not put an additional burden on the individual which might serve as a blockage to the usage of the health care system.

Frankly it makes no difference if you move, for example, to set up regional centres in Sudbury, in Timmins, and in Thunder Bay. To somebody who is in a remote and isolated northern region, the only way to get there—although it might be more convenient to fly and take less time than it would to drive from Sydenham to Hamilton, the fact is you can drive from Sydenham to Hamilton on a very good highway. When you get into certain northern communities, you cannot. You may want to, you may have all the money in the world and a Rolls Royce to go with it, but you cannot get there from here. So you run into mechanical problems.

Maybe you are right. Maybe from a theoretical model of the Minister of Health, you say, "That is not a health concern, that is a social concern," or, "It ought to be Northern Affairs' concern or somebody else's concern." The fact is we have a system in place now which centralizes services. They may be centralized in the south, or you may move to make them a little closer to the north, but the theory we are working on here is that somebody on Bloor Street has the same access to a system as somebody from Wawa. The fact is they do not. Now we might get them down here, but then there are additional costs.

4:40 p.m.

My problem is with your social service concept of it. You say, "Well, if there is undue hardship and we bankrupt the family . . ." Every time I turn around to find ways to assist them I find a means test put in place.

If someone is absolutely destitute, agencies move in and try to provide some financial support. On the other hand, the guy who is paying all the income taxes, the ordinary person working on a salary or on an hourly basis, could be ruined. But he is not destitute.

**Hon. Mr. Timbrell:** It is not a case of having to wait until a person is destitute.

**Mr. Breagh:** You tell me, then, how someone in the north who has a job and a sick kid, and wants to come down and needs to come down to see a child at the Hospital for Sick Children in Toronto, by what conceivable means, or to what conceivable agency could that person apply, now, for some assistance, and on what basis?

**Hon. Mr. Timbrell:** Under the Family Benefits Act.

**Mr. Breagh:** Are you telling me that miners in Wawa can apply to the Ministry of Community and Social Services for family benefits?

**Hon. Mr. Timbrell:** They can apply for special assistance in those cases where they can't afford to do it. Last year, there was a case in Timmins reported in the press. It involves the son of a miner, and he has to come to Sick Kids quarterly or semi-annually, I forgot which, for some kidney treatment or kidney assessment. That one was resolved. There was some confusion over whether the child has to be accompanied by a parent, but that was straightened out.

There was concern about the cost of transportation to get this child down here, and that was resolved on the basis of pointing out that that special assistance is available with the Ministry of Community and Social Services. Our information was that the application was made and assistance was provided.

**Mr. Breagh:** Tell us about this program, because we certainly want to spread the word.

**Hon. Mr. Timbrell:** Let me just read into the record the letter I sent your colleague from Algoma (Mr. Wildman) dealing with that specific case.

**Mr. Breagh:** This is a family that had an income?

**Hon. Mr. Timbrell:** Yes. My recollection is that the father was a miner. I will get you a copy of this rather than reading it into the record, but the operative part reads as follows:

"I understand the point you are making in this regard and I wish to assure you that there are a number of programs available through the Ministry of Community and



Social Services that provide funding for such costs if the patient or family are having financial difficulties in paying, such as transportation:

"1. Handicapped children's allowance: Costs associated with care of a handicapped child may be prohibitive. Parents can apply to local ComSoc office for assistance with special transportation and special care requirements. A child can receive a maximum of \$150 a month up to age 18 and will automatically receive a drug benefit card, dental card, glasses, hearing aid, et cetera, if he has a financial need."

**Mr. McClellan:** Yes. We know about that.

**Hon. Mr. Timbrell:** "2. Family benefits: Upon reaching age 18 the child is an adult and can apply for family benefits, i.e. disability pension. If eligible an allowance of up to \$286 per month would be available. Application would be made to local Comsoc office.

"3. Special assistance: Sometimes the financial hardship may be limited to a specific item, such as drugs, special food, transportation and prosthetic devices. ComSoc subsidizes a program which is administered locally by the municipality. If financial need arises, the person can apply locally for assistance and his eligibility will be determined by the municipality."

So you apply to the local municipality—

**Mr. McClellan:** Under the requirements of the General Welfare Assistance Act.

**Hon. Mr. Timbrell:** —for the special assistance provisions there.

Finally, I pointed out in the letter that there are a fair number of community groups who support individuals.

**Mr. Breaugh:** I still don't think that comes anywhere near our question of whether an ordinary citizen, under ordinary circumstances, can get any help from anybody. My definition of that would be no; that you describe something that perhaps takes in 10 or 15 per cent of the population and the other 85 per cent would receive no assistance at all.

**Mr. McClellan:** Those are very restrictive figures.

**Hon. Mr. Timbrell:** First of all, my recollection is that something like 95 per cent of hospital care is provided in the north; something of that order.

**Mr. Breaugh:** Yes. We understand that.

**Hon. Mr. Timbrell:** It is 95 to 98 per cent, depending on where you are, that is actually provided in the north. So we're not

talking about a mass exodus. One of the things I would like to see done is to have that cut down to virtually zero, so there would be no need to come south.

**Mr. Breaugh:** I think we are in agreement with all that you have said so far. We are going back to that same argument as before.

There have now been pointed out to the minister, on several occasions, specific instances of hardship on people. It strikes me that it is not beyond the realm of possibility, either in financial or in administrative terms, to provide for some fairness in that small number of cases in which people whose access to the health care system is substantively different to what it would be for the remainder of the population. I think we are into an argument here about whether it is fair and reasonable.

I understand why you wouldn't want to include that in your budget. It makes no difference to me where the allocation comes from, but it does make a difference to me if an individual has to cough up \$1,500, \$2,000, or only \$250, or even, in principle, \$1.95. If that impediment is in place for them and not for the remainder of the population, then I think you are obviously saving a lot of money by not putting high-technology medicine all over the map. That is the concept of regionalization and specialization.

**Hon. Mr. Timbrell:** You can't do that in the south either. Let's not just assume that this problem—if it is one to be covered under the health budget; if it is indeed a problem that people are being denied access by virtue of this—is restricted to the north.

**Mr. Breaugh:** I am not making that argument, but I am making the argument that there have now been specific examples put before the minister, in a number of ways, which indicate that there is a hardship for some people. I don't think it is even a major cost factor or major administrative factor for you to find means to alleviate the problem. I must say I don't find it an acceptable solution to suggest that someone apply for social assistance.

**Mr. McClellan:** I don't think the minister is correct, but I don't want to get into an argument. I'll talk to Dominic Alfieri at ComSoc. I think you have misinterpreted the special assistance provision.

**Hon. Mr. Timbrell:** From my recollection and my understanding of that particular case that arose in Timmins—

**Mr. McClellan:** You could do it under the ministry act, but you couldn't do it under the

General Welfare Assistance Act or the Family Benefits Act.

**Hon. Mr. Timbrell:** The letter really didn't say which act. I'm sorry, I don't recall, it was about six months ago. At the same time, let me just say that we haven't finished with the issue. We are still looking at it to see what can be done or what should be done.

**The Acting Chairman (Mr. Rowe):** Mr. Ramsay, do you want to comment here?

**Mr. Ramsay:** I just want to make sure that my earlier remarks were not misconstrued as a lack of endorsement of what the ministry is attempting to do in northern Ontario.

The establishment of regional centres in Sudbury and in Thunder Bay makes a great deal of sense. The recruitment of specialists into northern Ontario makes a great deal of sense. We have to make better use of those specialists we have in northern Ontario, as you have illustrated in your reference to the cardiovascular specialist in Sudbury and to another specialist in Timmins. That is a matter of education among the doctors. All of that is great, and we are pleased that these things are being done.

However, you made reference to 95 per cent of the health services being carried on in northern Ontario. A great deal of that remaining five per cent that comes to Toronto does come on a stretcher type of basis. Is that not correct?

**Hon. Mr. Timbrell:** I am sorry. I didn't hear your question.

**Mr. Ramsay:** You say that 95 per cent of the health services are being provided in northern Ontario. Of the remaining five per cent, a pretty high percentage would be covered by OHIP because they would be people going out of the north on stretchers. Is that not correct?

**Hon. Mr. Timbrell:** There are about 3,000 trips a year by air ambulance.

**Mr. Ramsay:** Or by Air Canada through—

**Hon. Mr. Timbrell:** I am including that in the 3,000.

**Mr. Ramsay:** So, my question comes to just how many people are left?

**Hon. Mr. Timbrell:** That's a very good question. When somebody travels to one of the cancer clinics, the Canadian Cancer Society looks after their costs. The March of Dimes cover costs for crippled kids to the various crippled children's treatment centres. That is part of the analysis we're doing to narrow it down to see how many we are really talking about.

**Mr. Ramsay:** That's the point I'm trying to make.

**Hon. Mr. Timbrell:** It's an interesting comment on the difference between living in Canada and in the States. Here we are talking about what additional things the health care system can or should afford, such as travel costs, accommodation, food and lost wages. The Americans still haven't decided whether they can even afford a basic health care system.

**Mr. Breaugh:** That's why we're here and not in Alabama.

**Hon. Mr. Timbrell:** That's right. I have one last point I want to make. I am glad the member from Pembroke—

**Mr. Conway:** You call me the member from Pembroke?

**Mr. Breaugh:** I always thought Pembroke was a great spot.

**Mr. Conway:** I feel like the insurance man from Ingersol.

**Mr. Breaugh:** I think he's just trying to badmouth Pembroke.

**Hon. Mr. Timbrell:** —and that is, with respect, I must take exception on behalf of my previous deputy minister to some comments you made yesterday. The deputies, as much as any other civil servants, are unfortunately in a position that very seldom can they defend themselves against some of the slings and arrows that are thrown at them.

I think, again with respect, that you painted a very unfair picture of the gentleman in question and attributed certain matters to him that rightly should fall on the shoulders of the politicians and not on his. He can't defend himself, and he can't be here. So I just want to register that on his behalf I took exception to that.

**Mr. Conway:** Speaking to that point, Mr. Chairman, I appreciate the minister's point of view. I don't accept it, but it makes for good political science. I don't think it's particularly relevant to some of the experience I have had, ranging from my good friend the Deputy Minister of Energy through to others in the cabinet office whose participation in the public life of this province is extremely important but, from my point of view, highly political. Whether or not it should be is quite another matter, but that is the way I see it. The minister sees it otherwise and that's fine. That's a reasonable difference of opinion between reasonable people.

Certainly I want to make it very clear that what I was attempting to say yesterday, and what I would say with equal vigour to-

day, is that principal among the reasons, as I understand it, for his removal from the post that he held for however many years, was that it was felt he was simply not sufficiently political in a job that had become intensely political, and changes were made to effect that situation.

If he doesn't particularly like it—I gather he doesn't; he has drawn it to my attention personally—I am simply making a comment which I think is properly made in this committee. I would be shocked, quite frankly, if the minister didn't say what he has just finished saying. But I reject it as being just convenient and political science, but not particularly relevant to the facts as I believe them to have been.

**Mr. Breaugh:** I accept totally the minister's complete and honest explanation that the incompetence was entirely at the ministerial level.

**Mr. Conway:** I'm not saying anything about incompetence. I don't believe I have ever used the word "incompetent." I have a great deal of respect for Mr. Backley. I think he has done many wonderful things, but the questions as to his removal from the post owed much more to the points that I made yesterday and repeated here today than to any measure of incompetence per se.

**The Acting Chairman:** I think we are finished now with the general discussion and the opening statements and we are ready to call vote 3201. I think you have to leave, Mr. Minister, in about five minutes or thereabouts. Is it worthwhile starting the actual vote?

All right, we will leave it until next time.

The committee adjourned at 5:55 p.m.



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Dyer, Dr. A. E., Assistant Deputy Minister, Institutional Health Services







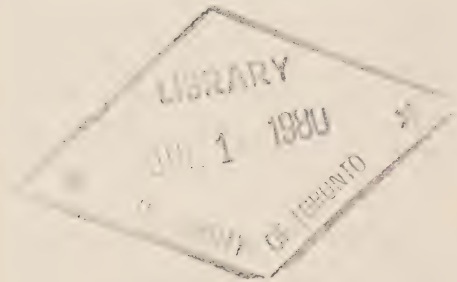


No. S-19

# Legislature of Ontario Debates

## Official Report (Hansard)

**Standing Committee on Social Development**  
Estimates, Ministry of Health



**Fourth Session, 31st Parliament**

Monday, June 2, 1980

Speaker: Honourable John E. Stokes  
Clerk: Roderick Lewis, QC

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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

MONDAY, JUNE 2, 1980

The committee met at 3:31 p.m. in committee room No. 1.

### ESTIMATES, MINISTRY OF HEALTH (continued)

**Mr. Chairman:** I call the committee to order. Perhaps the minister has some information to convey.

**Hon. Mr. Timbrell:** I think it was to the member for Oshawa that I promised to give a copy of the article from the Montreal Gazette of a couple of months ago comparing ambulance services. I have an extra copy for the member for Renfrew North (Mr. Conway) as soon as he arrives.

**Mr. Chairman:** I should mention to the members of the committee that I will be bringing in a decision tomorrow based on their request that Mr. Breaugh made on Wednesday last. I will be doing that tomorrow.

I wondered what witnesses the members had in mind. I have read Hansard of Tuesday, May 27, and I note that people involved in the health service organizations, and the ambulance operators, were two groups specifically mentioned. I wondered if the members had any others in mind.

**Mr. Breaugh:** Perhaps we could spend a couple of minutes on this.

One of the things I would like to do is spend some time on the working-up stage of the new health protection act and the one witness I would like very much to have here is the gentleman who put together your task force. I think his name is Kallow, is that right?

**Hon. Mr. Timbrell:** That's one of them. There are six task forces.

**Mr. Breaugh:** This is the one on preventive dental care.

**Hon. Mr. Timbrell:** The best thing would be to bring in Dr. Suttie, who is the assistant deputy minister responsible; Dr. Martin, if he is in town, he is the chief medical officer of health; and Dr. Blake, who is responsible to him. If you want all six, they are all public

documents and we could bring in all the members, whatever you want.

**Mr. Breaugh:** Quite frankly, I was prepared to accept that we would look at one small aspect of that and attempt to go through it in detail. I am interested in both the process, the work-up stage, where it might go from here and how quickly. I thought it would be a good exercise for the committee to go through.

That would be my main recommendation on it. If the minister chooses to expand that and bring them all in, I am really happy with it.

**Hon. Mr. Timbrell:** There is much more than just the dental.

**Mr. Breaugh:** I am very pleased with that.

**Mr. Chairman:** Okay, so that part will not form the basis of my consideration tomorrow, because there seems to be no problem.

**Mr. Breaugh:** If you let us go to work on it you may not have to make a ruling on this at all.

**Mr. Chairman:** If we stay here long enough we may not.

Do the members wish me to take the main vote item by item or consider it as a whole?

**Mr. Breaugh:** I would like you to consider it as a whole if you could, and give us some latitude.

Agreed to.

On vote 3201, ministry administration program:

**Mr. Nixon:** Mr. Chairman, I have a matter that you may want to refer to another part of the vote. It will only take a moment and it really has to do directly with ministerial policy having to do with the rationalization program that has been accepted by the hospitals in the Brant county and Brantford area. I mentioned it privately to the minister once and I understood his reaction was, "That was the way they wanted to go; then of course I accept it," but recently there have been references to some people in the area saying they do not know whether the minister is accepting it or not.



Could you just say a word on that?

**Hon. Mr. Timbrell:** I hand delivered a letter to the chairman of the health council at about 10:40 a.m. today, accepting the report of the health council.

**Mr. Nixon:** That settles that. Believe me, I did not know that you were meeting with her. It is just that when we spoke previously about this I had the impression that the minister's view was that if it was accepted locally then it would be acceptable to him.

**Hon. Mr. Timbrell:** I gave it to Mrs. O'Donnell today.

**Mr. Nixon:** May I just ask, Mr. Chairman, the health council vote is not included in the main office vote, is it?

**Mr. Chairman:** No.

**Mr. Breaugh:** I wanted to raise a matter under this main office vote because it is a matter which frankly requires some latitude. It is one of those areas that does not quite fit in the structure of the ministry estimates. It concerns the use of a drug. The name of the drug is Depo-Provera.

**Hon. Mr. Timbrell:** Shouldn't that come under the drug benefits?

**Mr. Breaugh:** No. Let me make the case and I will attempt to elicit a response from the minister.

Part of the problem with this drug is that it is used for a number of reasons. We now have confirmation that in seven institutions run either directly or indirectly by the province—all of these institutions are in Ontario—this drug is being used with some 230 retarded women. It is being used essentially as a birth control method. It is an injected serum, good for somewhere between three and six months' duration. It is also used for a number of other purposes.

It is a drug which is the subject of a controversy around the world. Rather carefully documented studies are beginning to show now—this is a nonapproved use of this drug; nonapproved either in the United States or in Canada as a birth control serum—that this drug increases the incidence of cancer of the cervix, cancer of the breast, and cancer of the uterus. It increases the incidence of diabetes, causes severe mental depression, irregular bleeding, the loss of hair, long-term infertility and skin eruptions.

There is a growing body of documentation now and concern is being expressed by a large number of people in the United States, in New Zealand, in Australia, in Great Britain and now here in Canada that this drug should not be used in any form for any reason.

The reason I want to raise it here is that it points out slippage in our system. It is a nonapproved use, which is not to say that it is illegal because it is being given under doctors' supervision, but the drug in itself appears to have some rather fearful side effects. Though in the people we talked to it might be used in certain circumstances—for matters of convenience for staff, because it seems to solve a problem among those people who might have some difficulty with any other birth control device—I think its side effects certainly call upon the minister to cease the use of this drug.

Again the slippage points itself up. This Minister of Health does not, strictly speaking, decide which drugs are approved or not approved. In fact, the centres where we found it being used, Huronia and Rideau, are both regional centres for mentally retarded people. You see, what we have is federal jurisdiction involved; two ministries involved; the person whom one would quickly identify as the one responsible may not even know that the drug is being used.

I read through a great deal of literature on this, much of it coming from an organization called the National Women's Health Network in the United States, which has done a good deal of co-ordination on drugs of this kind on a worldwide basis. Of course, there is a raging argument involving the manufacturer, Upjohn, who never did get approval in the United States for the use of this drug there and the export of that drug for nonapproved uses in other countries, and whether that's a reasonable thing to do.

In looking over the research for Ontario I did find mention of it in The Options on Medical Consent, a paper which was prepared by the minister's own committee in September 1979. The only reference there is a brief reference on page 56 where it says: "The use of an injectable progestin, Depo-Provera, although lasting for three to six months, depending on the dosage, is currently not approved by the health protection branch of Health and Welfare Canada; it is approved for the treatment of certain cancerous endometriosis. The human reproduction unit of the World Health Organization has indicated it to be a safe and reasonable form of contraception, as well as stopping menstruation."

"In Canada and the United States the major concern preventing its use as a birth control method is the evidence of production of breast tumours in beagle dogs." There was a study done by someone named Plunkett in 1979 that showed that.

3:40 p.m.

That would appear to be the ministry's acknowledgement of the drug and its use. But it did not take us very long to find that the objections and the studies are far more widespread than that would suggest. It is a major controversy on three continents. From that rather select group of people who understand the production of drugs in the first instance, the approval of processes of who gets to use what drugs and for what purposes, we found out there was one rather limited use for which this drug is approved in this country. The remainder are all nonapproved uses.

It strikes me, in the light of what I have read and what the minister or his staff has read, that this is an instance of something to which the Minister of Health for Ontario ought to call a halt.

He should say: "Okay, there are some jurisdictional problems here, but my staff and I are aware of the concerns that have been expressed around the world on this drug. I want a cease order put on this drug. I want to table the statistics on who is using it and where and for what purposes. I want a thorough going-over of the existing literature and documentation on what side effects this drug might cause. In other words, I want a thorough investigation of that particular drug before it is used on such a broad scale."

In part, the problem is even more complicated than that, because there are two ministries involved. Surely, the ministries themselves ought to know the extent of the usage of the drug and for what purposes. We had a difficult time determining that ourselves; one really has to go quite far afield in order to do that.

I would like the minister to table before the committee, or the House if that is more convenient, the scope of the use of this drug, the purposes for which it is used, and the documentation which his staff went through in this regard.

Another problem, for me, is that this minister did not approve the drug. I have some difficulty coming to grips with the notion that the Minister of Health for Ontario does not approve the use of drugs, particularly when they are used in provincially run institutions. The two of them that I have named are provincially run institutions.

So there is a raft of problems there. What it points to is a major problem, in my view, with the use of drugs for nonapproved purposes. They are being used in Ontario institutions, some of which are run directly by the government—schedule one institutions—and some of which are "private" institutions under schedule two.

The drug is being used here. It is being used for a purpose for which it is not approved either in Canada or in the United States. In my view this is a serious problem. It is perhaps the tip of the iceberg, because I believe there are a number of drugs which are now in use in this province for which this minister gave no approval, nor did the federal minister. But they are being used.

I find it particularly unfortunate that they are being used with retarded women, who may not be able to make the judgement whether or not their use is permitted, or whether they have far-reaching effects, cause cancer, or have other serious side effects. I am interested in hearing the minister's comments on this.

In doing research on this particular drug I found the slippage, to be polite about it, totally unsatisfactory. My research began because one woman wrote a letter to my office about it in connection with someone who was in an institution for the care of the retarded. As I went through the literature I was amazed to find that there is a raging controversy elsewhere over something I had never heard of. To find that it is being used in institutions which are run by the province of Ontario, either directly or indirectly, and is the subject of this kind of controversy, confuses me.

The minister may choose to say, but I hope he does not, that all of this is beyond his responsibility. I would find that unfortunate. I am really looking for two things from him: first and foremost, to see what he can do to put a ban on the use of this drug until we are aware of how widely it is used and until we are familiar with all the documentation and studies that have been done on its side effects and after effects; secondly, to see what he has to say about the system itself, which allows, of all things, retarded women to be—I won't use the words "experimented with"—to be used in a way that would not be seen as satisfactory to the remainder of the population.

I don't think one would see widespread use of a nonapproved drug for this particular purpose in the entire population. But it does happen in centres where, as a government, we are supposedly caring for retarded women. I would be interested in the minister's response to all of this.

**Hon. Mr. Timbrell:** In regard to that particular drug, I think I should take that as notice and look into the matter.

Let me say the authority of a provincial health minister is limited on the question of which drugs will be on the market. The



health protection branch of the federal Department of National Health and Welfare, under Dr. Morrison, is responsible for reviewing all data supplied by manufacturers when they seek the right to have their drugs made available for sale in Canada. I won't say we are very much under their control, but they have the national responsibility.

We do get involved in matters pertaining to the drug benefit plan. We put all the drugs proposed for inclusion in the drug benefit formulary, which is revised twice annually, under rigorous examination. From time to time one hears screams of horror from some manufacturer at having to jump through both hoops. There have been times when we have disagreed with Health and Welfare and not included drugs in our own formulary, which is the guiding formulary for both the drug benefit plan and Product at a Reasonable Cost, Parcost. Therefore, as far as matters of dispensing for sale or for inclusion under the drug plan are concerned, that comes into play.

I am not familiar with the background of this one. I will take it as notice and give you a full and complete answer as soon as I can.

As far as my authority to order a cease and desist on the use of any particular drug is concerned, I will check with our legal staff but I do not believe I have such authority. I will take that as part of the review of your question.

**Mr. Breaugh:** One of the sources we came upon was a gentleman by the name of Stephen Minkin. He is the adviser to the National Women's Health Network, a fellow at the Institute of Food and Development Policy, and the former chief of the United Nations Children's Fund (UNICEF) nutrition program in Bangladesh. He has just completed an extensive study on Depo-Provera, the culmination of many years of work with UNICEF and his research for the Institute of Development Studies at the University of Sussex in England. He is rather conclusive in his findings on the use of this drug.

I understand that the minister legally may not be able to issue a ban on the use of this drug, but I would appeal to him, legally or otherwise, to ask that it not be used in our provincial institutions, depending on his own findings, of course. I would appeal to him to talk to the Minister of Community and Social Services (Mr. Norton), and to the federal Department of National Health and Welfare.

I might point out that it would be interesting to follow the argument among the

American Food and Drug Administration, the Upjohn Company, the National Women's Health Network, and a number of other agencies in the United States. The literature on this is quite extensive. It extends to Alaska, New Zealand, Australia and Britain. It is not as if the side effects of this drug, particularly the cancer-causing ones, are not known in the medical fraternity. They are.

**Hon. Mr. Timbrell:** I will undertake to review the whole matter.

There is an added dimension, of course. The prescribing of drugs is a medical act. There have, of course, been times when I have gone to the federal government seeking its help in banning certain products, although I do not get answers. I have been seeking for some time to get Monique Begin, Minister of National Health and Welfare, to ban products like Pam from the marketplace, and also fluorocarbons. I have not yet had an answer; I may one of these days. I will keep pressing.

I will undertake to give you a complete answer before we finish our estimates, if that is agreeable.

**Mr. Breaugh:** That is agreeable.

**Mr. Chairman:** Have you finished, Mr. Breaugh? Are there any other questions or comments on vote 3201?

3:50 p.m.

**Mr. O'Neil:** On the research end, I wonder if the minister could give an explanation of item 9—of where some of that money is going for clinical, applied, operational and other health research and for the health resources development plan.

**Hon. Mr. Timbrell:** It might be best if I asked Dr. LeBlanc, who is director of the policy development and research branch and heads up the program, to respond in general. Then if you have any specific concerns about a foundation and its funding, or whatever—

**Dr. LeBlanc:** The bulk of our research funds are given for unsolicited grant appreciations which are really created in a review process using external review panels. The money in these programs is essentially limited to universities or public institutions since the grant programs do not provide funds for a primary investigator, but only for the extra costs of pursuing the research.

As it is now structured, the majority of these funds are not for cancer, addiction or mental health research, because specific blocks of money are transferred to those foundations for funding research in those areas. The so-called provincial research program is largely biomedical. There is another program which relates to health systems research where



people might study the comparative advantage of one model of health care over another. There is a third and new panel which relates to community health programs which has just begun this year.

Parallel to that, there are certain lottery awards which are given on a somewhat different basis.

**Hon. Mr. Timbrell:** Two of them were just given today. I made the presentations today to the chairmen of the councils on nutrition and gerontology of \$1 million each from the provincial lottery funds to establish the councils and begin their work.

**Mr. O'Neil:** Would those two grants come within the money allotted here?

**Dr. LeBlanc:** No. The two grants that were given today would come from the lottery funds.

**Mr. O'Neil:** The provincial lottery funds.

**Dr. LeBlanc:** The additional half million each that is coming will come out of these funds because there are extra costs of getting started. They have to build up some interest from this endowment and so on, so their current costs are being met by grants of that money. Their longer term basis is based on lotteries. It is a mixture.

**Mr. O'Neil:** You are saying you have a panel that decides where this money should go. Who makes up that panel?

**Dr. LeBlanc:** The panels are of external experts. I have the actual heads of the grants; these are all university researchers. The current head of the DM—demonstration model—panel is from McMaster University. The head of the provincial research committee is from Queen's. They are members appointed for three-year terms from at least the five health science centres. We consistently require that at least five health science centres are represented, and usually one or two other universities or research facilities are represented.

For example, more recently Laurentian University or the University of Guelph or the University of Waterloo would appear from time to time. The people who sit on these panels are, in effect, the same people who are eligible to apply for the panels. They obviously have to abstain and absent themselves if their institutions are under adjudication. These groups are approved by the minister.

Essentially it is the same as most grant panels at the federal level and in fact we have just recently been examined by former federal groupings. It is a fairly traditional pattern of peer review by researchers of re-

search projects initiated by the respective institutions.

**Mr. O'Neil:** When you say this research is divided into different areas, that you are giving separate grants, which I understand you are, to cancer and some of these areas, what type of medical research are you doing at present within these areas?

**Dr. LeBlanc:** We do not personally execute any biomedical research as a matter of government policy. The money is provided and the research done in the established institutions like universities, the Ontario Cancer Institute, and so on. The kinds of research that we fund in our own programs, excluding the biomedical area, would include, for example, the examination of various types of dental procedures—dentistry is not, after all, one of the fields that has the same Cinderella effect as, say, cancer—infectious diseases of various sorts and research in arthritis.

In the case of the Ontario Cancer Treatment and Research Foundation they have, of course, a fairly elaborate program, not only based on our money, but on money they raise on their own. Some of their more interesting research, from our point of view, relates to epidemiological studies. They study patterns and they are also involved in a number of diagnostic areas. They are very interested in early detection, as most groups would be. They also fund research in certain types of therapeutical interventions, like radiation and chemotherapy.

**Mr. O'Neil:** We are talking about payments from the provincial lottery fund. Two grants of \$1 million each have just been given away. I wonder if I could ask the minister where the decision that they should be given is made. Is it made within cabinet, or do you consult with this board we are talking about? How do you make that choice?

**Hon. Mr. Timbrell:** We have an advisory body on those grants.

**Mr. O'Neil:** Is it the same advisory board you are talking about?

**Hon. Mr. Timbrell:** No, it is a different one.

**Dr. LeBlanc:** The lottery advisory committee is a committee chaired by the deputy minister. It includes the chairman of the Ontario Council of Health, the chairman of one of the subcommittees of the health council, the health, research and development subcommittee. It also includes the chairman of a working group with that committee, which is the joint research review task force.

It is a committee composed of statutory foundations and some 20 voluntary foundations working together to try to co-ordinate

their work. It also includes the chairman of the ministry's research manpower committee, the biomedical provincial research committee, and the chairman of the demonstration models committee.

All those people I have mentioned are outside the Ministry of Health. In addition to the chairman, the deputy Dr. Boyd Suttie, also attends in his capacity as head of the district health council grants program. I am the secretary of that committee. They make recommendations to the minister for his approval. Whether he consults with cabinet depends on the nature of—

**Mr. O'Neil:** Do you consult with cabinet on that, Mr. Minister?

**Hon. Mr. Timbrell:** I think it is fair to say that there has not been, to my recollection, any recommendation to come from that group to be approved. As a rule there is no submission as such made to cabinet, except to advise cabinet sometimes, but not always, that the announcements are being made.

**Dr. LeBlanc:** Once a year, and I suspect it will be this month, we tabulate the awards that have been made. They have been rather varied. They have varied from provision of research capital for the Best chair of medical research at the University of Toronto, to assistance to the foundations the minister has mentioned, to provision of two full-time medical researchers at each of the health science centres, to specific block grants for both cancer and mental health—a variety of foundations.

In effect, a large amount of the money has been wholesaled, in the sense it is provided in block grants for rather large projects, which subsequently report on the detail. We collate these once a year and distribute them as widely as we can to keep people informed.

**Mr. O'Neil:** Do you find that a lot of this money stays in the bigger centres like Toronto or London, or do you try to get it out to some of the northern hospitals, or northern centres, or other universities or schools?

4 p.m.

**Dr. LeBlanc:** The answer to the first question is yes, and the answer to the second question is yes. It is the case that the five health science centres dominate in health related research. However, there have been at least three programs where we have tried to specifically—The money which has been provided in block grants to, say, the Ontario Cancer Treatment and Research Foundation is available to any sector that wishes to apply to the cancer foundation. They were provided

by the previous Minister of Health (Mr. F. S. Miller) with \$2 million, for example.

Funds were provided for a program of upgrading laboratory facilities where hazardous biological research was going on. Every university in the province and every research institution was visited and all eligible facilities received funding; for example, the University of Windsor received assistance.

There is a program to be implemented which relates to upgrading of research equipment and which is earmarked specifically for nonhealth science centres. That means that every place but Queen's University, the University of Toronto, McMaster University and the University of Ottawa would be eligible. This was recently considered by the Ontario Council of Health and is on its tortuous way into the minister's hands. It specifically recognizes that there is a giant and there is also a group that is trying to develop. It is sometimes difficult to develop a single program that will help both sizes of enterprises.

**Mr. O'Neil:** Why do you say it is "on its tortuous way" into the hands of the minister? At times we would have to agree with you.

**Dr. LeBlanc:** "Tortuous" in the sense that the advice must pass through the subcommittee of the council of health, then through the council itself and then forward to the minister. I suspect within a week or two, correspondence will be sent to all the nonhealth science centres, indicating how they may apply for this award.

**Mr. Nixon:** I would like to ask the minister about the status of the report on medical consent that we have heard so much about. Is that report dead?

**Hon. Mr. Timbrell:** Yes, essentially. The committee has been disbanded. My statement to the House of either March or April—I cannot remember—reported that the responses to the two papers and the draft bill prepared by the committee indicated that there was no consensus at this time. As a result, I am not in a position to put anything before you.

**Mr. Nixon:** The whole report was rejected, not just the part that would permit abortions in young women below the age of 16 without their parents' consent.

**Hon. Mr. Timbrell:** There was never anything in there that would have permitted abortions under the age of 16.

**Mr. Nixon:** I am particularly interested in the continuing problems experienced by the minister's advisers, as well as some of the citizens of the province, regarding the sterilization of the mentally retarded. The status of that now is that it cannot legally be done



simply on the consent of the parent and the doctor.

**Hon. Mr. Timbrell:** That is right, on someone under 16, a minor.

**Mr. Nixon:** Is there a procedure whereby consent is available from any source?

**Hon. Mr. Timbrell:** Yes, if it is medically required; that is, if it is for therapeutic reasons. But we are talking about nontherapeutic sterilization.

**Mr. Nixon:** Right. Then there is no way a mentally retarded female or male can ever be sterilized.

**Mr. T. P. Reid:** Under the age of 16.

**Hon. Mr. Timbrell:** Under the age of 16. I think this is where the committee, in preparing its report, got into difficulty. The reason the matter resulted in such confusion and misunderstanding is because the committee not only got into the question of sterilization but also into the question of medical consent, not just for minors but for incompetents.

**Mr. Nixon:** What is the difference? What role does age play in the consent for any kind of operation on a retarded person?

**Hon. Mr. Timbrell:** First, this particular case where the issue first arose had to do with children. Second, it was my authority, under that section of the Public Hospitals Act dealing with the age of consent for surgical procedures, to provide for a moratorium. It is as simple as that. I have no authority to go further than that.

**Mr. Nixon:** If the retarded person is over the age of 16, the operation still cannot take place.

**Hon. Mr. Timbrell:** That would be a decision involving the patient, the medical practitioner and, potentially, the guardian or guardians.

**Mr. Nixon:** What do you mean by "potentially"? Do you mean the parent may potentially have a role to play?

**Hon. Mr. Timbrell:** Yes.

**Mr. Nixon:** Depending on what?

**Hon. Mr. Timbrell:** First of all, the person responsible for that individual would have to initiate it.

**Mr. Nixon:** Let's talk about "parents." You can add in parentheses, if you like, "or guardians." Let's assume that in most instances it would be the parent.

**Hon. Mr. Timbrell:** If the parent does not initiate it, then there is nothing to be considered.

**Mr. Nixon:** Okay, but let's say the parent does.

**Hon. Mr. Timbrell:** If the parent does—and you are talking about a person over 16—this is where the law is fuzzy. The decision in the Prince Edward Island Supreme Court last April or May—I forget the name of the case—on the question of consent has made it very fuzzy as to whether they have the right to proceed. But we don't have legislation that is any clearer.

**Mr. Nixon:** Are you pursuing any further review of this, or is the moratorium to all intents and purposes a ban?

**Hon. Mr. Timbrell:** The moratorium has been extended indefinitely. At this point, I would have to say that with the total lack of consensus on the matter I don't see that we can proceed. We have already heard from some of the associations for the mentally retarded and we will be discussing this further with them in the future, but at this point the matter has come to a standstill.

**Mr. O'Neil:** Are you saying then, if a parent wanted this to happen and the doctor and the institution agreed, you couldn't go ahead with it? In other words, it is frozen?

**Hon. Mr. Timbrell:** For those under the age of 16 the moratorium has been extended indefinitely.

**Mr. Nixon:** But over 16?

**Hon. Mr. Timbrell:** Over the age of 16, whether the physician would proceed might depend on the advice of the Canadian Medical Protective Association. What I am saying is that if the parent does not initiate it, the doctor certainly is not going to initiate it.

**An hon. member:** What is the Canadian Medical Protective Association?

**Hon. Mr. Timbrell:** It is an organization doctors turn to for advice.

**Mr. McClellan:** There is still some doubt as to the legality of any substitute consents.

**Hon. Mr. Timbrell:** That is because of the PEI decision, which applies to PEI.

**Mr. McClellan:** Yes, there was doubt even prior to that, but particularly since the PEI decision.

**Hon. Mr. Timbrell:** More so with regard to children. When you are dealing with an adult—it works both ways.

When the committee was preparing its report there was information from various associations for the mentally retarded concerned about adult retardates, many of whom may be mildly retarded and living in the community, who require basic health care.



Because they are retarded and because physicians are concerned about their own legal rights when providing treatment to a mental incompetent, physicians are denying them treatment to the point where they end up getting treatment only when it becomes an emergency.

In other words, it is alleged that a simple pain, which could have been dealt with in the early stages, was not dealt with until it became acute appendicitis or something like that.

It is a very difficult area and one that, quite frankly, I think, got distorted out of all proportion.

**Mr. McClellan:** I still don't know why the committee dealt with the question of involuntary sterilization within the broader question of medical consent.

**Hon. Mr. Timbrell:** I guess it was because once they started down that road they got into the question of consent for incompetents, and that branched off into a whole range of other issues.

Hindsight is great. We can say that if they had stuck to the one issue at the time and resolved it then they could have gone on to others, but the fact is they didn't. That is where it stands.

**Mr. Nixon:** I want to pursue this, if I may. Mr. Minister, if a retarded female becomes pregnant, and if there is some indication from the doctors and the parents caring for the person that there would be a risk in allowing the pregnancy to continue—something other than a medical risk—can an abortion be performed?

**Hon. Mr. Timbrell:** That would be therapeutic. A therapeutic abortion can be performed under the terms of the federal Criminal Code.

**Mr. Nixon:** I am not talking about harm being done.

**Hon. Mr. Timbrell:** It would have to be under the terms of the federal Criminal Code and, therefore, approved by a therapeutic abortion committee.

4:10 p.m.

**Mr. Nixon:** Suppose there is some medical indication that the chances of the child's being retarded are fairly great. Surely then the abortion could not be performed without the consent of the mother?

**Hon. Mr. Timbrell:** Absolutely. That's right.

**Mr. Nixon:** Presumably a retarded female cannot receive birth control pills either without her consent.

**Hon. Mr. Timbrell:** Without parental consent.

**Mr. Nixon:** Parental consent?

**Hon. Mr. Timbrell:** Parental or guardian consent, for a minor.

**Mr. Nixon:** Do you mean there are retarded females receiving birth control pills on a regular basis who are not aware of it?

**Hon. Mr. Timbrell:** They may not be. They may not have the mental capacity to understand the benefit of an aspirin, let alone any other medication.

**Mr. Nixon:** Right; the law would forbid sterilization but would not forbid medication. Is that correct?

**Hon. Mr. Timbrell:** That's right.

**Mr. Nixon:** I don't want to pursue it any further, but I have another point.

**Mr. Breaugh:** I would like to pursue it. This goes back to a point I raised earlier today.

I am a little unhappy with the notion that the whole thing is dead. I was critical of the report of the committee primarily because I felt it dealt with the whole question and all of its ramifications from one perspective, a rather narrow one, that of the practitioner. Perhaps it might have expanded it somewhat to take into consideration the concerns of administrators as well.

It struck me its main flaw was that it didn't deal with the other two parties who would be concerned in the matter, the patient himself or herself and the parent and/or guardian involved. It faltered badly in its first steps.

The problem is rather serious. It comes down to the fact that a drug is being used here which probably would not normally be used in society as a whole. This can happen because people have a lot of faith in their doctors and they do not understand drugs and how that industry works and how approval works.

There is a need to continue in some manner with the investigation of solutions to the problem. Is the minister saying the whole field is now defunct?

**Hon. Mr. Timbrell:** There are a number of groups on various sides of the question that have indicated a desire to discuss the matter with me, and, of course, I am not about to turn them down. Out of those discussions may come some proposals for ways to address the various questions.

I think the difficulty though is that they did try to cover the whole waterfront in one report. As a result of that approach there were some useful suggestions. It has been indicated to me by people who were very

critical of certain aspects of the report that there were other aspects they liked.

Some proposals may come out of the discussions with those groups that could be useful in resolving some of these problems. Right now that is where the matter stands. It needs a lot more thought and a lot more consideration by a variety of groups.

**Mr. Breagh:** Part of the problem is that the issue is so complex. It is not a simple one that lend itself to an easy yes or no answer.

There are a lot of people providing care in what I guess might be called nontraditional settings. For example, there are runaway teenagers in downtown Toronto who might need services of many kinds, whether they need an appendix removed or whatever. It is not clear now whether the practitioners involved are on solid legal ground or not. Are you content that they are?

**Hon. Mr. Timbrell:** I am aware I should not be giving legal advice since I am not a lawyer, but my understanding is that it is now clear that in emergency situations the common law does protect a practitioner. This is in an emergency, where it is a life or limb-threatening situation, rather than in day-to-day medicine dealing with matters like nontherapeutic sterilization, nontherapeutic transplants, venereal disease and these kinds of things.

**Mr. Breagh:** In essence, most clinics of the kind I was speaking of that I am aware of are obviously not abortion clinics. They do not function in that way, but they do function in many other kinds of day-to-day nutritional problems, drug-related problems and sex-related problems. Are you reasonably satisfied that clinics of that kind, which essentially help minors who are away from home and the supervision of a guardian, whether a parent or a legal guardian, are now able to provide that care and function without any real threat to them?

**Hon. Mr. Timbrell:** No. In a life or limb-threatening emergency I am satisfied that the advice I have had is that the common law covers it, but in other than that I am told repeatedly that they are in a difficult legal position.

**Mr. Breagh:** For example, at any general hospital there would be an outpatient or an emergency ward where an out-of-town kid could come in after having had his head cracked open with a bat at the local ball game, and it is not clear to me that the doctor on call there can stitch up the wound legally.

I have been in a position where I had to take kids to an emergency ward and I found

it incredibly frustrating that the physicians there would first want to know about their legal status before they gave treatment. One could argue, and we usually did successfully, that this was an emergency and had just happened. I guess if it got around to the words that an accident had occurred, then they would proceed. But if it was not that, if one one had a kid on a ball team who suddenly took sick when the team was away some place, one had difficulty.

**Hon. Mr. Timbrell:** Yes, that is correct. That was one of the sections they proposed to codify the emergency doctrine so as to better cover those situations, but even that was taken by some groups to giving medicine carte blanche to do whatever it wanted with minors. That was never the intent.

**Mr. Breagh:** In all letters I got surrounding this, it struck me that the people who were objecting had valid objections about a very specific kind of service. They are really worried about expanded abortion privileges, or clinics or whatever.

Their prime concern was not about this other kind of care, whether it is some kid who broke a foot at a ball game or got cut with a skate at a hockey game. They were not concerned about that. They had clear objections in mind and they stated them in unequivocal terms.

It strikes me the minister could well set aside consideration of that to hear all the opinions to see if some consensus could be reached after three years of argument, to see if there was some consensus emerging about the nature of certain problems and how you might move to resolve those. Why do you have them all in one basket?

**Hon. Mr. Timbrell:** As I say, I think that was a mistake. It may well be that out of the comments we have had—and believe me, we have had a lot; I have had more than 23 letters—there may emerge from those, and from meetings that have been asked for, some consensus about items such as that. I have already had meetings with a variety of religious and nonsectarian groups. As that consensus develops, I am certainly prepared to move on it.

As regards the overall question of The Options of Medical Consent, parts one and two, particularly with respect to the draft bill, that may well have been a mistake, too, because that was misunderstood to be a government bill. I walked into a hospital emergency ward in Moose Factory and saw a letter to the editor of the Catholic Register from a doctor, no less, in Burlington alleging that not only was the bill government policy but



that it had had two readings and was about to become law.

Number one, it was never government policy. Number two, it was for discussion only. Number three, it was not about to become law in that kind of order. There was a great deal of misunderstanding.

On individual items, as consensus develops, whether it is the emergency doctrine, or whatever, we will move on those areas. I know there is a lot of concern in the churches about this venereal disease epidemic of gigantic proportions and how we deal with it.

4:20 p.m.

**Mr. Breaugh:** In part, though, the government can take its own share of the fault. Whenever you print a document that looks like it comes from the province, the public at large thinks that is the official government stance and whenever you go so far as to print in that document a draft piece of legislation, the public figures—I suppose, quite reasonably—that it is a government bill that is being proposed.

In my own community I spend a lot of time explaining that just because something like that is printed up does not mean it is on the Order Paper. People want to know: "Where is this bill? Is it out of the committee? Has it been printed yet?" or whatever. In part you have bred your own disaster by doing that.

**Hon. Mr. Timbrell:** In trying to engender broad discussion—

**Mr. Breaugh:** You certainly did that.

**Hon. Mr. Timbrell:** In releasing the two documents, I think we sent out about 5,000 copies of each. You may recall that when the first one came out in September many newspapers in the province went so far as to print the name, address, and phone number of the person to be contacted if one wanted a copy of the report. It really did get wide distribution.

Perhaps what we should have done is to have appointed a commission right from the start. I do not know. They say hindsight is a wonderful thing. In an effort to have genuine public discussion on a very complicated issue, the thing stumbled over its own weight.

**Mr. Breaugh:** I certainly agree with that.

**Mr. Chairman:** Mr. Nixon, do you have a supplementary on this point?

**Mr. Nixon:** I am going to change the subject slightly. It is on item 1.

**Mr. T. P. Reid:** I have a supplementary. I indicated that to you earlier.

**Mr. Chairman:** Is it a supplementary on this point, Mr. Reid?

**Mr. T. P. Reid:** It has to do with the original point that Mr. Nixon raised in regard to abortions and sterilizations.

What happens in the case of a mentally retarded female over the age of 16 who gets pregnant? You have indicated that certain procedures have to be followed. The federal act has to be followed. Are abortions taking place on mentally retarded females as a birth control measure, in the sense that their parents will not be able to raise the child, or for whatever reason?

**Hon. Mr. Timbrell:** Not to my knowledge. No abortion is performed in Ontario that is not under the terms of the therapeutic abortions section of the Criminal Code and, therefore, is approved by a therapeutic abortion committee of a public hospital, where such exists.

As to the legal question, I would have to defer to the lawyers because of the detailed aspects of consent and so forth. I do not know if there are any lawyers here. This is a difficult area.

**Mr. T. P. Reid:** There are those who believe the federal law is too loose. I will not ask the minister at this point if he feels that way in regard to abortion.

**Hon. Mr. Timbrell:** As you know, they are looking at going the other way. The recommendations they have had would loosen it.

**Mr. T. P. Reid:** I would like to move on to sterilization. There perhaps has been some misunderstanding in regard to the drug, Depo-Provera.

**Hon. Mr. Timbrell:** That has already been raised and I have agreed to look into the matter. I pointed out that, generally speaking, it is the health protection branch in the Department of National Health and Welfare that has the authority to say what drugs shall or shall not be used in Canada and under what conditions. The authority of any provincial ministry to stop any drug from being used is limited, if not nonexistent.

For instance, I have been trying for some time to get the use of fluorocarbons and products such as Pam spray banned in the province. I have no authority to do it. I have been asking Health and Welfare to ban them for a long time. I have not even had an answer yet.

**Mr. T. P. Reid:** Is Depo-Provera also in that category?

**Hon. Mr. Timbrell:** I have undertaken to look into it. It was raised quite extensively by the member for Oshawa earlier.



**Mr. O'Neil:** Why would you not get an answer on something like that, if you had certain concerns about it? Do you mean to say you would wait until they answered your letter? Are there no other ways we can raise hell with them to get them to take it off?

**Hon. Mr. Timbrell:** I publicly urged it. I have written repeatedly. I have not had anything more than a "we're looking at it" answer.

**Mr. O'Neil:** How long ago would this have been?

**Hon. Mr. Timbrell:** Publicly, it would have been more than a year ago, with a number of letters since. The difficulty is that most of the provincial ministers have never met the federal Health minister. Even when she was previously in that portfolio, she never had any federal-provincial conferences. I am one of the few provincial ministers who has even met her.

**Mr. O'Neil:** Have you ever requested a meeting?

**Hon. Mr. Timbrell:** Yes. A year ago February, for instance, I tried to get her to agree to a meeting in northwestern Ontario to deal with the health concerns of the native people. Recently, since she returned to the portfolio, I had a suggestion, but I do not think I have even had an acknowledgement of that letter.

**Mr. Sweeney:** If Mr. Nixon is going to move off this topic completely, can I ask just two questions on medical consent? Are you moving off that?

**Mr. Nixon:** Yes, I am.

**Mr. Sweeney:** The first question follows along with the federal relationship. What is the relationship between the investigation going on now with the Law Reform Commission of Canada with respect to medical consent—they have put out a couple of documents with respect to medical consent—and your movement with respect to medical consent? Are you moving in tandem, or co-ordination or parallel?

**Hon. Mr. Timbrell:** They happened to occur at the same time.

**Mr. Sweeney:** That's why I asked.

**Hon. Mr. Timbrell:** The federal law reform commission's consideration of medical consent goes back, I think, four or five years.

**Mr. Sweeney:** Is there necessarily any liaison between the two investigations?

**Hon. Mr. Timbrell:** Because the area of medical law is a very limited one, I am sure that the people involved in both have read

one another's work and are known to one another, but there has been no formal liaison between the two levels of government on this.

**Mr. Sweeney:** The other question has to deal with the format of that medical consent draft. The letters I received seemed to be more concerned with parents saying: "We're responsible for this child and yet somebody else is going to make a decision. But we may end up being responsible for it. That just doesn't seem to be right. Here is the state intervening on behalf of me, as the parent of this child. On the other hand, the state says I am responsible for feeding and clothing and sheltering this child."

Parents were saying, "Someone is putting me into an impossible dilemma."

**Hon. Mr. Timbrell:** Except this, the case which you are referring to would be in the matter of sterilization—

**Mr. Sweeney:** It could be sterilization. It could be abortion. It could be any number of things.

**Hon. Mr. Timbrell:** It would never get to such a committee unless it was initiated by the parents.

**Mr. Sweeney:** Along the same line—

**Mr. Chairman:** That's the third question, Mr. Sweeney.

**Mr. Sweeney:** No. It's part (b) of the question, Mr. Chairman.

I am conscious of the situation that can occur when a child is all by herself or himself in a strange city and has no place to go and needs some medical attention. Has any consideration been given to a distinction between a situation where the parents cannot be contacted, or it is not within the realm of reason to attempt to contact them because of the time factor, as opposed to situations where the parents could be contacted, but either the child or the doctor decides not to do it? It seems there are two clear, different sets of situations there.

**Hon. Mr. Timbrell:** In those cases where, in the opinion of the attending physician in the emergency department or wherever, the life or limb of the minor was at risk, my understanding would be that the common law would protect the physician.

The difficulty is it is the common law, not the codified law. Some of them are still nervous about that and will sometimes hesitate, but I have never heard of a situation where the physician hesitated if there was a real risk to life. Even where they felt the law might be clear, they went ahead and acted anyway if they were convinced the life or limb of the minor was at risk.

4:30 p.m.

I guess if a kid from Timiskaming shows up on the loose in downtown Toronto with the worst damned case of gonorrhea that anybody ever saw, one cannot call that life threatening. There is a very serious problem with venereal disease. We have an epidemic of gigantic proportions on our hands.

Under the present statute if a 14 or 15-year-old presents the symptoms, the physician, if he or she is going to adhere to the law, has to say, "We have to inform your parents before we can treat you." What we hear repeatedly under those circumstances is the 14 or 15-year-olds saying: "Thanks very much. Goodbye." And they are not being treated.

**Mr. Sweeney:** It is a dilemma.

**Mr. Nixon:** I wanted to ask the minister how much money in this vote supports his advertising campaign on television.

**Hon. Mr. Timbrell:** I am not sure if the communications branch comes under here or not.

**Mr. Breaugh:** It's \$3,335,700.

**Mr. Nixon:** I want to tell the minister I probably watch too much television, but I cannot get the point of that good health begins at home stuff where gramp is blowing out the candles on his cake. I thought it was an ad for long distance telephone service. Really I did. There is no proper message that comes over, other than it is fairly well done and it is not too long and the minister's name is not on it.

**Hon. Mr. Timbrell:** As a matter of fact, we have had a very good response from the public health people.

**Mr. Nixon:** On what basis? What is it supposed to do? Is the message do not eat birthday cake? What is it?

**Hon. Mr. Timbrell:** Essentially it is pointing out that we have responsibility for our own health and that as parents, grandparents and other siblings, we have a responsibility to encourage good health habits starting in the home. It is as simple as that. It has been well received by the public health—

**Mr. Nixon:** As an elected member and a member of this committee, I want to give you my strong opinion. It is a waste of money. My own experience leads me to a certain cynical position that all you members of the cabinet are looking for some reason in this year, and in the next few months, to put your ministry before the public in some sort of high profile, acceptable way. I say that very seriously. I feel there is no message

in that television ad that is of any significance. I personally object to the money being spent on that.

**Hon. Mr. Timbrell:** Fair enough. There are people who are professionals in the public health field, in the health units and the professions who I have shown it to and who reacted to it very positively.

**Mr. Nixon:** Have you seen it?

**Hon. Mr. Timbrell:** Yes.

**Mr. Nixon:** You think it is okay?

**Hon. Mr. Timbrell:** Yes, I had to approve it.

**Mr. Nixon:** There goes my view of your judgement.

**Hon. Mr. Timbrell:** Sorry, I think it is very good.

**Mr. Nixon:** Why don't you do something useful on that?

**Hon. Mr. Timbrell:** Even when our "be your own liquor control board" ad won international awards, there were people who wrote in expressing the same point of view. It is a matter of taste.

**Mr. Breaugh:** When you had that one on the air I spent the first three months explaining what the ad was about to people who called or wrote. The next time you go on one of those award-winning campaigns I wish you would send everybody notice that an award-winning campaign is coming up and what it is about and fill in the blank. A lot of people, when they saw the ads in the subway, could not figure out what it was.

**Hon. Mr. Timbrell:** The tracking of that one, as I recall, showed a very high level of recall about it and what it meant. I had some of the same kind of letters. But I am saying the tracking that was done while it was—

**Mr. Breaugh:** Maybe it was my fine work in responding to people who wanted to know what the ad was about. I am going to put in a chargeback on that.

**Hon. Mr. Timbrell:** Come to think of it, I did not get any letters from Oshawa.

**Mr. Nixon:** Have you any public opinion poll money in this?

**Mr. Breaugh:** Under information services.

**Hon. Mr. Timbrell:** I don't think so. Is that in there?

**Mr. Nixon:** What is the purpose of the poll and how much money are you spending on it?

**Hon. Mr. Timbrell:** We did do some analyses and the polls have already been released about public attitudes on health education.

Mr. Nixon: What is the one you are buying this year? What does it do?

Mr. Breagh: You should dispense with the staff knowledge of the questions.

Hon. Mr. Timbrell: We have tabled all of our polls but I will check and get back to you tomorrow. For instance, we did track "You call the shots" and that is polling, I guess, in the strictest sense. It is polling to see the effectiveness of that kind of advertising.

Mr. Sweeney: You mean you have a poll to decide if you are going to have advertising, you have the advertising and you have another poll to see how well the advertising went.

Mr. Nixon: And the public health people say, "It's a great thing," and compliment him regularly on it.

Hon. Mr. Timbrell: We keep trying to find an effective way to get through to people.

Mr. Sweeney: Thousands of letters.

Hon. Mr. Timbrell: If you are saying we should not have any health promotion material on the air or in print, I am sorry, I would disagree. We try to make it as effective as possible. There is no sense putting garbage on the air, material that nobody is either going to watch or listen to or remember.

Mr. T. P. Reid: Will you make a commitment to table any poll you take within a week of your getting it?

Hon. Mr. Timbrell: I am bound by government policy in that regard.

Mr. T. P. Reid: What is the government policy on that?

Hon. Mr. Timbrell: We don't have one right now.

Mr. T. P. Reid: Can you take a poll to see what government policy should be?

Hon. Mr. Timbrell: Among the ministers.

Mr. O'Neil: Mr. Minister, a few minutes ago when we were talking about health research and money being allotted to it you were saying it was handled by an independent board. You were saying you don't discuss these research grants in cabinet. You might, but you usually don't.

When you go into an advertising campaign on certain issues, such as that happy hospital day, did you discuss something like that in cabinet?

Hon. Mr. Timbrell: No.

Mr. O'Neil: It was never discussed in cabinet at all?

Hon. Mr. Timbrell: No.

Mr. O'Neil: Was it discussed outside of cabinet with any of the other cabinet ministers or the Premier (Mr. Davis) that you were going to be doing something like that?

Hon. Mr. Timbrell: No.

Mr. Nixon: That was such a great idea. It emerged full blown from among this group here. Did it?

Hon. Mr. Timbrell: They are very qualified people.

Mr. T. P. Reid: It sprang fully formed.

Mr. Nixon: "Happy hospital day."

Mr. O'Neil: How much was spent on that particular campaign?

Hon. Mr. Timbrell: It was about \$41,000.

Mr. Chairman: Mr. Nixon, have you finished?

Mr. Nixon: Yes.

Mr. T. P. Reid: Speaking of spending money, I think of money that could be much better spent. Can I go back to our provision of prosthetics and assistive devices?

I have raised this with the minister on a number of occasions and I have given him the figures in Manitoba. I have an annual report from Quebec for 1978. When they started providing assistive devices in 1975 the cost was \$814,000 and covered 4,869 people. In 1978, the cost was \$4,194,708 and there were 15,816 people covered.

I must say I just do not understand, Mr. Minister, why you cannot find money for these kinds of devices in the budget you have. The former Treasurer, Mr. McKeough, indicated—and I think I gave you that as well—in a letter to the Advisory Council on the Handicapped that he was sure that \$2.3 million could be found to provide these in a budget of \$2.5 billion.

I am sure we all have people in our constituencies who have to have these devices and they have to pay for them out of their own funds. They have to go to the federal Department of Veterans Affairs or to some basically charitable organization to get them. I have one constituent both of whose arms are artificial limbs and because of the wear on the shoulder muscles, he has to have them replaced about twice a year. The cost of these devices ranges from \$1,200 to \$2,500 or \$3,000. As a doctor has pointed out, you will pay a physician \$1,500 or \$2,000 to remove the leg but you will not provide \$2,000 to replace that leg with an artificial one.

4:40 p.m.

You have indicated to me that you have an interministerial group looking at this. Presumably you have been looking at it from



at least 1978 when the handicapped and physically disabled brought it to your attention.

I understand that recently the Provincial Secretary for Social Development (Mrs. Birch) has replied to them again. This interministerial group has been looking at this. The indication was that group would be reporting in the spring of this year. I would like to know, has it reported to you?

Hon. Mr. Timbrell: No.

Mr. T. P. Reid: No? Why would it take all this time for that group to get together? Maybe I am oversimplifying. I realize these things are complex, but it quite frankly boggles my mind that in this province we cannot provide these devices. They do in Quebec and I have given you the figures. They do in Manitoba where it costs about \$700,000. Projecting in Ontario, I would think it would be between \$3 million and \$4 million maximum.

I cannot understand why you even need an interministerial committee to study it. The need is there. It is obvious that these people cannot function in the community without these devices. Yet, when you look at the range of services provided by the Ministry of Health and government in general, and something that is such a basic need as this cannot be recognized, I quite frankly do not understand it.

Hon. Mr. Timbrell: Part of it may be that we commissioned a study, by an outfit known as Boston Gilbert Henry Associates, of the disabled and their needs in the province, including the question of the extent to which these devices are prescribed, and the extent of any problems that may exist in actually obtaining them. Quite often, if there is no help from the Association of Kinsmen Clubs or the March of Dimes, social services get involved in providing the necessary prostheses and orthopaedic devices. That may be part of the reason.

But when you tell me to find the money, quite frankly anything that would be done in this area would be an add-on and would have to be an addition to my budget. With all the demands on the existing budget coming from whatever sector, I cannot see how we could find the money other than by way of an addition, short of cutting out some already existing program.

You say that Quebec does it. With respect, there are some things we do that Quebec doesn't. One I know that is near and dear to your heart is the question of chiropractic. Quebec does not cover chiropractic at all. I left a copy of a paper for your critic on the

question of an integrated ambulance system which costs us about \$60 million a year, which Quebec does not spend.

This is not a matter we have dismissed as being out of the question, but before we make any determination on it we are thoroughly investigating it with this survey we have commissioned and in the interministerial committee. All of which material, as I indicated to you in the House, I would be glad to table once the review is completed and the decision is taken.

Mr. T. P. Reid: I feel I am not getting anywhere. It boggles my mind that you can give \$200 million to the pulp and paper industry, but when somebody needs an artificial arm or a leg or crutches or whatever it happens to be, you cannot seem to find the money.

This is not a frill. It is not something extra. It is not a luxury item. It is something they have to have for day-to-day living. With respect, I just think you have your priorities all screwed up.

What do you spend in the province on plastic surgery? I realize there are certain types that may be necessary. But there are people who have their appendix out, or their tonsils out, or have all kinds of things in a smorgasbord of choices that are not absolutely essential to health and an ability to function.

Hon. Mr. Timbrell: All I am saying is that one of the features of a government-funded health plan in any jurisdiction is that it could literally take all the resources and ask for more.

Mr. T. P. Reid: There is no doubt.

Hon. Mr. Timbrell: There is no doubt about that in your mind or mine, so one has to make some priority decisions. What is not clear in this debate, and that is why we commissioned the study, is whether people are being denied these devices, whether the existing structure of the private sector through organizations like the Ontario March of Dimes, the Ontario Society for Crippled Children, the Association of Kinsmen Clubs, and so forth, along with the support of the social services system, is failing people. That is not at all clear.

This is before one gets into something we estimate would cost about \$10 million to \$12 million. I do not think you are going to find it in the existing budget. I do not think you are going to sit here today and propose that we cut out some program for Fort Frances or somewhere to do this. It would be an add-on to the budget and before we can justify that, along with a host of other

competing demands, we have to establish whether people are being denied, and that is not at all clear.

**Mr. T. P. Reid:** The point surely is that this is a basic requirement. We have a lot of frills provided by government. I am not saying there are that many or even any in the Health budget. These things are absolutely vital, they have to have them, and yet they have to throw themselves on the mercy and charity of the March of Dimes or Veterans' Affairs or go to the welfare office, or whatever.

I have a man in my riding. He just had a baby boy. He is trying to earn his living and, perhaps by choice, works in an area where it is traditionally not well paid. He has to have two sets of limbs every year and that is costing him \$4,000 or \$5,000 a year.

**Hon. Mr. Timbrell:** Is it costing him?

**Mr. T. P. Reid:** If it is not costing him and I think he is paying part of it—who does he go to? Does he go to the March of Dimes and say, "I don't have any arms, can you help me?" I find it completely and utterly ridiculous and demeaning that in this province, with the health care we have, that for something as basic as this, people should have to go anywhere other than the Ministry of Health to get these devices. I honestly cannot understand the priorities.

To follow your argument, maybe we do not need government at all; we can go back to the old days where everybody who needed assistance was thrown on the compassion and charity of their friends and neighbours.

**Hon. Mr. Timbrell:** Surely you would accept that in the case of veterans the federal Department of Veterans' Affairs should pay?

**Mr. T. P. Reid:** Certainly.

**Hon. Mr. Timbrell:** You would accept that in cases of work related injuries, the Workmen's Compensation Board should pay. You would accept in the case of accidents the insurers should pay, and so on down the list.

It is not at all clear, as I said earlier, that people are being denied. What is more, I think it is wrong to paint organizations like the crippled children's society or the March of Dimes as organizations that demean people. That has never been my experience in any way, shape or form. I invite you to visit some of the centres where they treat and deal with their client group. They do everything possible to do anything but demean people; quite the opposite.

**Mr. T. P. Reid:** I am saying that for the individual to have to go to those organizations puts him or her in a situation which is

a lot different than if I go in and say, "Gee, I think I will have my tonsils out or my appendix out, or I want this range of services at the hospital." There is a hell of a difference between those two things.

**Hon. Mr. Timbrell:** All I am saying to you is that with all the other competing demands on the system for extra funding, you have a situation where it has not been established that people are being denied, whereas there are demands for new services—it might be burn units in various towns, or cardiovascular units or neonatal networks, you name it—that do not exist at all and for which there is no alternative, no other way to provide the service, or the device or whatever at the current time.

When there are all those competing demands and there is a system in place now, one wants to examine thoroughly whether it is serving people before one decides to consider recommending a \$10 million or \$12 million add-on to the budget instead of whatever. It might be a new hospital somewhere, it might be a new program like a cardiovascular unit or whatever. That is all I am saying.

4:50 p.m.

**Mr. T. P. Reid:** How many people do you think would be put on this program outside of the people who are covered by the federal Department of Veterans' Affairs compensation and so on?

**Hon. Mr. Timbrell:** I am sorry, I cannot recall the figures.

**Mr. T. P. Reid:** Where do you get the \$12 million to \$14 million?

**Hon. Mr. Timbrell:** That is based on the Quebec experience.

**Mr. T. P. Reid:** The Quebec experience in 1978 was under \$5 million for just prosthetics and assistive devices, not counting wheelchairs and all the rest of it. Is it not also a fact that in the city of Toronto, for instance, if people require these devices they have to get them through the city and through their social services department, and the city or the Metropolitan Toronto taxpayer—I am not sure of the details—has to pick up the cost for these?

**Hon. Mr. Timbrell:** They are picking up some of them.

**Mr. T. P. Reid:** Someone who is not lucky enough, if that is the right phrase, to live in Toronto or perhaps London, who does not live in a city like this, is thrown into a different category to receive these kind of necessary—



**Hon. Mr. Timbrell:** Surely you see my point. If in Toronto, or London or the town of Fort Frances there is a need for a chronic unit or a coronary care unit, whatever, there is no other way to provide that. The municipality cannot step in, there is no society that is going to step in; Civitan International in Canada is not going to step in to run that kind of unit.

All I am saying is that when there are so many competing demands—and believe me, I could clean the slate off today if I had all the money available that was needed to clean off the slate of program and capital proposals, but it would not be long—a month or two, maybe three months—before there would be a completely new set. A health care system literally will gobble up everything you put into it and ask for more.

When there is a situation where there are mechanisms in place—DVA, compensation, municipal social services departments, the crippled children's society, the March of Dimes, the Kinsmen and so forth—one wants to make sure that something has happened and that system can no longer meet the need before one starts committing oneself to replacing it with money one might well use, in whole or in part, for some of these other demands.

**Mr. T. P. Reid:** When do you expect this interministerial committee to report? Have you given them a date?

**Hon. Mr. Timbrell:** I am not sure of the date. The surveys should be in by fall.

**Mr. T. P. Reid:** I will leave this but I repeat, I think something as basic as this should be provided by the ministry.

I have one other short item.

**Mr. Breagh:** Before you leave that one I would like to state my belief that those devices ought to be provided under the Ontario Health Insurance Plan. We have covered this matter at great length at other times. The minister has just made a long argument that there are agencies in place which can provide such services. I think that was true five or 10 years ago. I do not believe that to be true any more.

From my experience in dealing with constituents who have a need for such assistance, a few years ago one could go to several agencies in my community that were able to raise funds to provide these devices and many other services to people in the community. In the last few years they have been drastically reduced in funding because they are part of the municipality and feeling the squeeze all municipalities feel these days.

Even in the private sector the ability of any community group to raise money these days is severely hampered by the government's activity in the numbers racket. I don't think there is any question.

For example, I know a Canadian Legion branch which used to raise \$100,000 a year through its own lottery to buy devices of this kind for its members and for others in the community. It had to cancel its own monthly raffle recently because it could not handle the competition from Wintario.

I know many other service agencies that I used to be able to call if somebody needed a wheelchair or a special device of any kind. There were five or six agencies in my community I could call upon that had money on hand that they would willingly provide to their own members or to people in the community at large, because their ability to raise money through raffles and what-not was there.

That is no longer the case. They are really feeling the pinch and they are unable to raise that kind of money. The social services branch for the region of Durham used to be able to provide a great deal of this specialized kind of device and were quite willing to do so. But, again, like every other community in the province, they are feeling the squeeze on municipal budgets. The squeeze on Community and Social Services' budgets gets translated through to their own.

I feel the minister is on a soft piece of ground when he makes an argument that there are private agencies able to provide that kind of specialized device these days. That might have been true five or 10 years ago, but I think this government has moved consistently to put a squeeze on those, to limit their abilities to raise money.

It used to be quite a practical idea that a Kinsmen club or a Lions club or whatever could raffle a car once a year and make \$10,000 and put it into the kitty. But I have to report to you, in case you have not heard, that is extremely difficult to do these days. Anyone who raised that kind of money in the private sector for a service club of any kind is facing some dramatic cost squeezes. The competition from governments—this government, the federal government, the inter-provincial governments—the number of lotteries out there are really hampering their attempts to raise money.

I think you should take a look at that. If that were grounds for an opinion poll or a survey of any kind, that seems to me to be fair game. But you should be cognizant of the fact that, when this government moves in one area to crank up things like all of the



lotteries that are available, it moves in another area to put a restraint program on community and social services, either locally or provincially and you have an effect out there. In this case the effect is, what once might have been true, that any member could turn to a service club in his community, is not true any more.

**Hon. Mr. Timbrell:** I know that is the theory. It is certainly one of the points the survey will address. But I simply cannot believe the government-run lotteries are having that serious an impact.

**Mr. Breaugh:** They are.

**Hon. Mr. Timbrell:** Even without government competition, any fund-raising campaign—I don't care whether it is the Don Mills Kiwanis with their once-a-year Cadillac draw or St. Peter and Paul church bingo—any organization that is trying today to raise the money exactly the same way they did five years ago is probably going to have that same kind of problem. It's stale. People are attracted by new and more exciting ventures.

It is my understanding we have had the same problem with the lotteries; that you have to change the advertising approach, add some games to keep the interest up because the interest does peak and wane. As you know, in the government we have a campaign every February to raise money for the heart and cancer campaign. This year the staff of my own ministry came up with some innovative ideas of raffling off a lunch with the minister and this sort of thing.

**Mr. Breaugh:** People bought tickets for that?

**Hon. Mr. Timbrell:** That's right.

**Mr. Breaugh:** You guys are desperate for promotional ideas.

**Hon. Mr. Timbrell:** They didn't tell them who the lunch was with until afterwards. I was the second prize.

**Mr. Breaugh:** The first prize was lunch without the minister.

**Hon. Mr. Timbrell:** That's right; a table for one.

We had declining returns for a couple of years, a very serious problem with the contributions in our own ministry for the heart and cancer campaign. This is no criticism of the previous years' teams, but this year they got some new ideas and we went up 28 per cent. Some ministries applying some of the same new techniques went up 30 per cent. I think the money is there to be raised.

The University of Toronto set out to raise I forget how many millions of dollars for their sesquicentenary. They exceeded their target in less time than they allowed for the campaign.

It depends to a very great extent on the techniques that are used. If you are going to use the same techniques as five or 10 years ago, then you are bound, in this day and age, to face failure in fund raising. But if your premise is correct, that it has changed that much in the last four or five years with respect to the provision of prosthetic and assistive devices, then that will show in the survey. If you are right, then we will have to look at introducing or phasing it in some way.

**Mr. Breaugh:** But you are prepared to do so.

**Hon. Mr. Timbrell:** As the money is available. The lists of proposals are extensive from a variety of institutions, from the public health sector, the mental health sector, the institutional sector. They are very worthwhile.

5 p.m.

Even in my capital budget, I have requests for capital projects that are approaching a billion dollars. I have \$120 million a year to spend on that. So I have to make some priority decisions.

**Mr. T. P. Reid:** I would like to go on to another topic, another shortage. Many hospitals are experiencing a problem with nurses. There just are not enough—

**Hon. Mr. Timbrell:** Excuse me. Is this administration or is this the institutional vote?

**Mr. T. P. Reid:** This is administration policy. I will be very brief.

**Hon. Mr. Timbrell:** We discussed nursing last week, as well.

**Mr. T. P. Reid:** All right. I will write you a letter if you prefer.

**Hon. Mr. Timbrell:** Let me briefly say that our discussions at the hospital association on the question of nursing manpower indicate there are problems in downtown Toronto with certain particular types of nursing units; for instance, chronic care. Some chronic hospitals are experiencing a difficulty, but others in the same area are not; emergency nurses, operating room nurses, that sort of thing. So far it would seem to indicate shortages in downtown Toronto, not even the suburbs, and one hospital in London.

**Mr. T. P. Reid:** I will be very brief. We have shortages in northwestern Ontario par-

ticularly. The question I will leave—I will write you a letter on it—is whether the minister would support a two-year program in some of these communities, rather than requiring them to go into the cities to take the courses. Married women, particularly, cannot spend time going to the city to take a two-year course.

Would the minister support a proposal to have the community colleges or the university set up courses in the communities where there is a great shortage of nurses, especially the smaller communities?

Hon. Mr. Timbrell: That would have to be under the auspices of the community college. Are you talking about registered nurses or registered nursing assistants?

Mr. T. P. Reid: Registered nurses.

Hon. Mr. Timbrell: Under the community colleges.

I am not aware—and to the best of my recollection it has not been drawn to my attention—of any particular shortage in your area. But if that is the case, it is something we should refer to the confederation and ask them to take a look at it.

Mr. T. P. Reid: I will do that. They are aware of the situation. I think they would like some support from the Minister of Health on it. We have a shortage of nurses, particularly in Fort Frances, where they have a whole ward shut down because they do not have enough registered nurses. But I will pursue that.

Mr. Sweeney: Are we still under vote 1?

Mr. Chairman: Yes, I am afraid we are.

Mr. Sweeney: Under ministry policy, Mr. Minister: I raised this question with the Minister of Education, but did not get very far. She suggested I talk to you.

Schools are having some problems getting health records from doctors for their students. The Minister of Education seemed to indicate that she was trying to work out some liaison between two or three ministries, but was not very happy about the results. Can you tell us where your ministry is going with this one?

Hon. Mr. Timbrell: Waiting for the Krever commission, which should report this summer.

Mr. Sweeney: The summer of 1980?

Hon. Mr. Timbrell: That was the commission I appointed in December 1977 and I had hoped to report by the end of March 1978.

Mr. Breagh: Krever is competing with company law for longevity, you know that.

Hon. Mr. Timbrell: My deputy quite rightly points out, to be fair, there are certain aspects of what his lordship is looking at that are presently before the Supreme Court of Canada. Before he can wrap up, I guess he has to wait for that. But that particular aspect was raised before Mr. Justice Krever by the Toronto board and the Toronto Board of Health.

Mr. Sweeney: We can expect nothing to happen until Krever reports. Is that what you are telling me?

Hon. Mr. Timbrell: Essentially, yes.

Mr. McClellan: Did you just nullify your previous commitment that it would be ready this summer with a little add-on? Or did I misunderstand?

Hon. Mr. Timbrell: It is anticipated that will be cleared up by then.

Mr. McClellan: There is still some doubt.

Mr. Breagh: That is one of the most wish-washy and shortest-lived commitments you made in the last 30 seconds.

Mr. Sweeney: Another issue raised under Education was with respect to the requirement for immunization before children begin school. Where is that one?

Hon. Mr. Timbrell: It is at the stage of being discussed with the directors of education and the Medical Officers of Health regarding the beginning of the 1981-82 school year; asking for proof of immunization from the registering parent. We will not be introducing a compulsory immunization program; that is, we won't be saying to the parents, "No immunization, no entry into school." But we will be trying, on entry, to force the issue and make them aware that if the child is not up to date in his or her immunization status, he should become so.

We also have under way a review of the immunization status of the province that will tell us more about where we stand, because there is some doubt about some of the data. Finally, we are developing, for introduction later this year—it is being discussed with the public health people as well as with the medical association—an immunization card you could carry with you at all times and go with the Ontario student records as well.

Mr. Breagh: On that same point, would the minister care to make any comments on whether there is or is not a measles epidemic in the region of Durham? The minister said, "Oh no, there isn't," and the local medical officer of health said: "Oh yes, there is. We have a shortage of vaccine. Even if we had the vaccine, if we don't get to the point

where we have some kind of immunization of the school children on a large scale—" because apparently the previous vaccinations did not take or were not successful.

Is there or is there not an epidemic?

Hon. Mr. Timbrell: In my view, no.

Mr. Breaugh: But in her view, yes.

Hon. Mr. Timbrell: I spoke with the medical officer of health on Friday. The medical officer of health believes the use of that term is appropriate. I have difficulty in that I would use the term "epidemic" if it is something that is out of control and you are searching for a way to control it. The means of controlling this are well known. We have known for several years the killed vaccine used from 1967 to 1970 has not been effective with some people; its effects have worn off.

Mr. Breaugh: My daughter included.

Hon. Mr. Timbrell: We have known this for a number of years and that knowledge has been passed on to the medical officers of health and through them to the medical communities in their various areas.

Mr. McClellan: What are the dates again?

Hon. Mr. Timbrell: From 1967-70; it is a difference between a killed vaccine or a live vaccine. The killed vaccine that was used has proven to be ineffective. Mind you, I have seen some material claiming that any vaccine can be effective with some people, but maybe that is another story.

Mr. McClellan: Have people been advised of this? The public of Ontario is aware of this?

Hon. Mr. Timbrell: The medical officers of health and through them the doctors.

Mr. McClellan: The parents have not been advised though.

Hon. Mr. Timbrell: They would be advised by the doctors or in the schools, through the immunization programs of the public health units. They would have gone back through their records, found the children who had been immunized with the killed vaccine and redone them.

Mr. McClellan: You can guarantee that has been done in every school district in this province?

Hon. Mr. Timbrell: I can say every medical officer of health has been notified over the last couple of years.

Mr. McClellan: That wasn't the question. Can you give an assurance?

Hon. Mr. Timbrell: What do you want? Do you want a public address system going

up and down the streets, scaring the hell out of people?

Mr. Breaugh: No, how about a medical officer of health writing a notification to individual schools?

Mr. McClellan: One thing I don't want is that kind of answer.

I asked a fairly straightforward question, Dennis. Can you, as Minister of Health, indicate to us what measures have been taken to make sure that parents of children who were vaccinated during that period in each school district of this province, have been advised there is some problem with the vaccine during those three years?

Hon. Mr. Timbrell: I will ask Dr. Blake, who is in charge of that program, to comment on that very thing.

5:10 p.m.

Dr. Blake: I do not think that in all cases parents have been advised that children should be recalled and revaccinated. Certainly the family physicians have been advised by the medical officers of health, and in many school districts the medical officer has sent out notices for the children to take home for consent to be revaccinated.

Mr. McClellan: What age of children are we talking about?

Dr. Blake: Ages 11 to 14, that group.

Mr. McClellan: Kids who are 11 to 14 now?

Dr. Blake: Yes.

Mr. Breaugh: By the way, do you agree with Dr. Jean Gray about the numbers involved in the Durham region?

Hon. Mr. Timbrell: I have to check them. I know this year the reported cases are up around 2,000, from around 3,200 to 5,300 or something like that in the province.

Mr. Breaugh: That is not the information she was quoted as giving in the local newspapers. It is substantially different.

Hon. Mr. Timbrell: Is it?

Mr. Breaugh: Have those numbers been submitted to your ministry so that we might clarify whether there is or is not an epidemic in the area?

Dr. Gray's definition of an epidemic is slightly different from yours. She says there has been a dramatic increase without any really effective means of combating that increase, and on those grounds she stands by her definition that there has been an epidemic of measles in the region.

Hon. Mr. Timbrell: Do you want to comment on that, Dr. Blake?



**Dr. Blake:** There have been outbreaks in different regions, but the picture for the whole province is that we have about a 60 per cent increase over what we had at this time last year.

**Mr. Breagh:** It appears to be concentrated in certain areas, one of which is the region of Durham.

**Dr. Blake:** It is pretty scattered—Durham region, York region; we have had reports from a lot of areas. It seems to have peaked around Easter.

**Hon. Mr. Timbrell:** It is worth pointing out that the vaccines—you were talking about the measles, mumps and rubella vaccines and so forth—go through the medical officers of health. We rely on the medical officers of health as conduits to the family physicians, to pass along information as well as vaccine.

There is also the question of the vaccination schedules that have been developed over the last number of years. As I recall, out of a number of those discussions and revisions of those schedules the problem of this killed vaccine has come to attention. The information about it has been widely disseminated in professional journals and through the MOHs to the physicians.

**Mr. McClellan:** Is it your understanding that most school boards have undertaken a compensatory vaccination program?

**Dr. Blake:** I do not think so, sir, because there was the problem in the past that they could not be assured of getting enough vaccine to do any more than a couple of grades at a time.

**Hon. Mr. Timbrell:** This year we have more vaccine on order. I am just looking for the figures.

**Mr. Breagh:** That was Dr. Gray's position, that the problem was twofold: a dramatic increase in the number of occurrences and a shortage of the vaccine.

**Dr. Blake:** There was a dramatic increase in the supply of vaccine last year. In the old days, supplies were at 125,000 a year. We have over 400,000 now.

**Hon. Mr. Timbrell:** This is as of last week, May 29. Since January 1, we have distributed 124,480 doses. Are those single dose bottles or are they in tens?

**Dr. Blake:** They are singles.

**Hon. Mr. Timbrell:** We had 127,700 doses on hand in our central pharmacy as of last Thursday. We have on order 100,000 doses for mid-June; 100,000 doses for the end of June; 50,000 doses for mid-August; 100,000 doses for the end of August; 100,000 for the

first week of September; 100,000 more for the second week of September; and 150,000 doses for the first week in November. That makes a total—on order, dispensed and on hand now—of almost a million doses. That compares with 407,000 distributed in 1979 and 307,000 in 1978.

There was a meeting with the MOHs on April 2, at which time the importance of getting out this information was stressed again. Do you want to recount what you went over with them on April 2?

**Dr. Blake:** Just that five categories of children needed to be recalled: those who had been immunized with the killed vaccine, those who had been immunized before they were one year of age, and so on. There is quite a group of them who should be recalled for revaccination, as well as all other one year olds.

**Mr. McClellan:** What agency will do that, the school system?

**Dr. Blake:** Certainly it will be offered through the school system. Practising physicians have access to the vaccine too.

**Mr. McClellan:** Are you monitoring to see what is taking place, for example, in the school immunization program? Have you set out or suggested a schedule for compensatory vaccination?

**Dr. Blake:** Yes. Medical officers of health were advised in 1977 about this problem with youngsters.

**Mr. McClellan:** Right. I know they were advised. I know you did that, at least. What I am having trouble understanding is whether a follow-up has taken place.

Have you been monitoring the vaccination programs that have resulted from that advice?

**Dr. Blake:** Through the doses issued.

**Mr. McClellan:** You know the number of doses, and you know the school districts where they were administered. Do you know how many kids are at risk?

**Dr. Blake:** The medical officers of health do. We just have the general provincial picture. We could find out readily enough.

**Hon. Mr. Timbrell:** I mentioned that one of the research projects we have under way is on the level of immunity in the province. Do you want to talk about that, Dr. Blake?

The purpose of the project is to get a better handle on exactly what level of immunization there is in the province, because in the past there has not been as effective a method of monitoring as we would have liked. If you go strictly by the data available, you end up with results that indicate

some communities have 60 or 65 per cent immunity in their school-age population and others have 90 or 95 per cent. That kind of a range does not sound plausible.

For instance, the Peel health unit does not conduct clinics. In Peel, immunization is done entirely through the family physicians, notwithstanding prodding from the ministry from time to time to establish school health clinics.

**Mr. McClellan:** To take a local example, what has happened with the Toronto Board of Education or within Metro? Do you know whether the Toronto board has undertaken a compensatory vaccination program?

**Dr. Blake:** I am not certain about the Toronto board.

**Hon. Mr. Timbrell:** Let's get the member the details about his own local health unit. We will get you that.

**Mr. McClellan:** I would appreciate that, particularly since I have two kids, one age 11 and the other age 13.

The other thing I am puzzled by is you haven't been insisting that a compensatory vaccination program be carried out, neither have you even provided yourselves with a data base or information about what has happened since you advised the medical officers of health.

**Hon. Mr. Timbrell:** The difficulty, quite frankly, is with the existing legislation. We have no authority, even under the Public Health Act, to require a health unit to hold a clinic. I mentioned earlier that in the region of Peel we have never been able to convince the previous or, to my knowledge, the present medical officer of health that immunization clinics should be conducted in the schools. We do not have the authority, under the existing act, to do that.

**Mr. McClellan:** You can change the act if you have to, but we have to live with the act as it is.

**Hon. Mr. Timbrell:** There are our regular meetings with the MOHs, the most recent of which was on April 2. At that time, all this was reviewed with them and they were urged, as I understand it, to get on with it. They were brought up to date on the data, the reported cases of measles, the availability of vaccine and what they should be doing by way of recall, including sending the information to practising family physicians within their districts.

**Mr. McClellan:** I have absolutely no compulsion to speak on the medical question; I simply ask if it is medically advisable for children who were vaccinated during this

period to be revaccinated. The answer is "yes."

The second question is, why has the Ministry of Health not undertaken that? Because of the difficulties with the legislation, because of the fact that some boards are doing it and some are not, because some medical officers of health are following the advice and some are not? Why the Ministry of Health not taken the step of advising parents that this action should be taken so that they can either go to their family physician and have the compensatory vaccination done or put pressure on their local boards of education to ensure the necessary clinics are held?

5:20 p.m.

**Hon. Mr. Timbrell:** It is a difficult area. Our pressure has all been on the health units. The difficulty with what you are proposing—and this is why I gave you such a strong answer before—is that you can very easily panic the public.

**Mr. McClellan:** I do not understand why there would be a panic.

**Hon. Mr. Timbrell:** If the Ministry of Health comes out and says, "Even if you have been immunized, it may have worn off," I think you run the risk of generating a very strong public panic. I think it is better to rely on the health units and, through them, the family physicians, who can go through their records and recall people they know were immunized with this killed vaccine.

During the polio outbreaks, we know there were countless numbers of people who panicked, lined up for hours and were immunized, but whose level of immunity was fine.

I am reminded that for immunization week last year we did advertise to the public, but that was all in aid of the work of the family physicians and the health units.

**Mr. McClellan:** I would appreciate an update on the situation in Toronto.

**Hon. Mr. Timbrell:** Of course.

**Mr. Sweeney:** Mr. Chairman, on this issue of immunization in the schools, the discussion has simply increased my concern.

It seems to me when you get large numbers of children in one spot, like a school, it is all the more necessary that they be immunized—unless there is a good reason why they not be immunized. The chances of contagion are probably much greater in schools than anywhere else. It was my understanding that not too many years ago, in fact, it was mandatory for a child to be immunized.



Hon. Mr. Timbrell: No.

Mr. Sweeney: This was never the case? Okay, I stand corrected

Let me put it this way then: Why should it not be mandatory? I understand there are a number of parents who, for personal reasons, religious reasons—and there may be some others I am not aware of—do not want their children immunized. I suspect that in terms of the total population they constitute a fairly small percentage. Except for that group, why could we not have children immunized before they come to school?

If it cannot be compulsory, why could it not be very strongly urged?

Hon. Mr. Timbrell: That is what we are doing. That is the plan.

In essence, when a person brings a child to school to register him, he or she is questioned on the child's level of immunity. Where there is any doubt about that level, they would be, as you put it, "strongly urged" to get the child's immunization brought up to date, either through the health unit's program in the school, where it exists, or through the family physician.

There is a lot of confusion and that is why we are developing this card which we will make available through the health units and through the family physicians. It can be given to individuals, kept in medical files, and kept in the Ontario student records in the schools. It will be an up-to-date record of the child's immunity level.

Mr. Sweeney: I am sure the minister himself recognizes the relationship between the two matters; that is, the immunization records, which are available to both doctors and schools, and the accessibility of health records to both doctors and schools. That is just a comment. It does not require an answer.

The third area, again connected with education, has to do with hyperactive children. I use that word in the formal, clinical sense; I don't just mean overactive kids.

I am sure the minister realizes there is a considerable amount of debate going on at the present time as to how we help these kids, and, more recently, how we help the parents and teachers who have to deal with these kids from going right around the bend. As I said, I am using the term in the clinical sense. I am not talking about a behavioural problem, but an actual medical problem.

As the minister knows, one of the ways of treating these children is to put them on a drug called Ritalin which is under some consideration in terms of whether it is good

or not, or whether it is being used too much or not enough.

An issue that was brought to the minister's attention late last year—in November, as a matter of fact—indicated there are doctors now who have discovered a diet treatment for hyperactive children, keeping certain types of foods out of their diet, and allergy treatments. Coincidentally, Mr. Minister, three or four nights ago I was at a meeting of parents who have hyperactive children. A number of them indicated this really works. Apparently for some parents who have had these children for many years, it is just the next thing to a miracle as far as they are concerned.

My question is: On two situations it was brought to my attention that the Ontario Health Insurance Plan does not cover this kind of practice, where a parent takes a child to be tested and where the treatment has been provided. I have a letter over your signature, Mr. Minister, dated November 1979 and it refers to a doctor in Niagara who does some testing of children. It is what is called provocative allergy testing.

Hon. Mr. Timbrell: Oh, yes.

Mr. Sweeney: The other one refers to a doctor here in Toronto who does something very similar and it is about testing for food allergies and things like that. In both cases, the correspondence I have indicates that the Ontario Health Insurance Plan will not fund this treatment. Yet the evidence I am getting, most particularly from parents, is that it certainly works and why can it not be funded.

Hon. Mr. Timbrell: I will check my records, but if I remember correctly, this is a procedure which currently is considered by the medical profession, as represented by the association, to be in the experimental stages.

Essentially, as far as the 5,000-some-odd codes that are in the OHIP schedule are concerned, we would not add a benefit or add a code, or for that matter delete, except on medical advice. As I recall, the advice on that is it is still at the experimental stage and cannot be included in the schedule and therefore generally available to the total population.

Mr. Sweeney: Yes, that is true, Mr. Minister. You mentioned that briefly in your letter. The problem is there are very few—at least it is my understanding anyway—family practitioners who know what to do with hyperactive children. The advice parents are being given is, "Take them home and do the best you can." Teachers are being told the same thing.



Here we have some evidence of something that is working and it is not getting any encouragement. Is there any way it could be funded as being in the experimental stage, rather than just saying to people, "The average medical practitioner does not know what to do, and they are the bulk of the people who say it should not be funded"? Here you have some medical practitioners who seem to have an answer.

**Hon. Mr. Timbrell:** As far as the actual research part of it is concerned, if there were some clinicians who wanted to put together a research proposal, they could apply to the Ontario Council on Nutrition Research, which has just been formed.

**Mr. Sweeney:** Is there anything in print on this? Can you send me something?

**Hon. Mr. Timbrell:** Yes. They are free to submit research proposals, but it is not unlike the continuing controversy, for instance, on acupuncture. The jury is still out on that as to whether it should be a general benefit under OHIP.

**Mr. Sweeney:** The only distinctive difference, Mr. Minister—and I hesitate to repeat myself but I feel it necessary to do so—is that both in my education experience and now more recently dealing with the parents, there really are very few treatments for kids who are hyperactive, other than Ritalin. I personally have grave reservations about the use of this drug, as do many parents and as do many practitioners. This seems to be the hoped-for alternative. Let us give it some support. That is the main reason I am putting it into this context.

**Hon. Mr. Timbrell:** I will check with the College of Family Physicians of Canada as well and see what they are doing in this area. Because the College of Family Physicians of Canada, even more than the medical association itself, zeros in on those kinds of problems the general practitioner would face.

I will check to see what they have done in that area and see if there is something more we might urge them to do.

5:30 p.m.

**Mr. Sweeney:** Yes, and as my colleague points out, it does not work for everybody, but it is working for enough people for whom nothing else seemed to work.

**Mr. McGuigan:** I wonder if the minister would comment on a case I got involved in. It has been resolved so it is redundant in a way, but in case we run into a situation like this again, it was a multinational company operating in Canada. The personnel manager

had laid off an employee and kept badgering the doctor for medical information as to the health status of his patient.

I got letters, quite independently, from both the patient and the doctor.

**Hon. Mr. Timbrell:** Why would he be badgering, if he laid him off?

**Mr. McGuigan:** I guess it was a temporary layoff. The doctor, quite properly, would not give this information. We resolved the problem by going to the head office of the company because their US policy would not support such an action as this Ontario-based personnel manager was carrying on. I think this company did a lot of work for the US government, and so under those rules, they just could not do it.

My question is, is a person asking for this information committing a crime?

**Hon. Mr. Timbrell:** No.

**Mr. McGuigan:** Not at all?

**Hon. Mr. Timbrell:** Not to my knowledge. The person giving it could well be in breach of professional ethics, if not the Health Insurance Act as well, if they exceeded the law—but in asking, no.

**Mr. McGuigan:** The doctor, quite properly, did not supply the information, but he was certainly under a lot of pressure, not only from this one particular case but from a number of people who were under his care.

**Hon. Mr. Timbrell:** I know with the Krever commission there have been a number of examples brought forward, not so much of pressure but of very questionable tactics used to get medical or hospital records. It was brought out that it was admitted before Krever they were posing as physicians and posing as nurses when telephoning emergency departments and doctors' offices to get a record.

That is one area. We will have to wait to see what he recommends.

**Mr. McGuigan:** That was going to be my next question. I suppose perhaps it is too early, but in many crimes the person who suggests a crime as well as the person who commits the crime are both guilty of offences. I wonder if, when you look at his recommendations, you should not consider that aspect of it.

**Hon. Mr. Timbrell:** Not being a lawyer, I am not sure of the implications of that principle.

**Mr. McGuigan:** For instance, all of us, if we accepted a bribe we have committed a crime, but the person who offered the bribe to us has also committed one. I think that

principle applies in quite a number of cases. I just suggest that to you for consideration when the Krever report does come down.

Hon. Mr. Timbrell: Fine.

Mr. McGuigan: I have a letter I would like to read into the record if you will allow me. It is only a page and a half long. It is on another matter. It is from the St. Thomas/Elgin General Hospital to the fiscal resources branch. It is dated May 9, 1980, and concerns their 1980-81 operating budget.

It says: "Enclosed are the completed 1980-81 budget forms as requested. You will note that it has not been possible to contain the estimates within the funding limits imposed by the ministry. There are several sound reasons for the projected operating deficit.

"(1) The 1979-80 operations were underfunded; (2) 1979 operations were at a higher level of activity (93 per cent occupation) than funding guidelines predicted; (3) labour and supply costs are increasing at rates well above the rate of increase in funding provided by the ministry; (4) the previously agreed-to cost containment program does not start until May 1980; and (5) this hospital is presently operating with fewer than 3.75 beds per thousand.

"We urge you to review our submission carefully, following which we are sure that you will agree to provide the additional funds necessary for this hospital to continue to provide the services the community requires. We will be happy to meet with you at any time to provide further details. I am looking forward to your early support and approval of our submission.

"I remain, yours truly, A. J. Borre, MD, President, Board of Governors."

I have as a postscript, "Mr. McGuigan: our projected operating deficit is about \$500,000."

St. Thomas/Elgin General Hospital is not in my riding of Kent-Elgin, but a great many people from the Elgin end of my riding would be patients there. I just wonder if you have reached any decision on this application for this hospital.

Hon. Mr. Timbrell: I have not seen it but from the sound of it, given the size of that hospital, if I remember correctly, their annual budget is around \$11 million or \$12 million. It sounds to me as though they have built in a factor for escalation in salaries and wages far in excess of what is already in place for the negotiated contracts that run—depending in part on whether they involve the Canadian Union of Public Employees or Service Employees International Union—to the end of September or to the end of the year and, for nurses, the end of September.

When salaries and wages account for 80 per cent of the average hospital's budget, if they assume a higher figure than we were projecting, that can throw it out by quite a lot. In those cases, we have simply said we will have to put that aside and wait until we see what the settlements are.

I am sure you would agree with this. There is no sense if the hospital said: "We think it is going to be a bargain. They get a 20 per cent settlement." If we say, "Fine, we will accept your projection," then that guarantees it will be a 20 per cent settlement. What we included in the calculations was eight per cent based on the existing settlements, run out to the end of the fiscal year or to the end of September, which are in that range. If they settle for greater than that, then it will have to be examined at that time.

But I have not seen that particular one. Understand, there are 240 hospitals and I suspect the fiscal resources people or the area team have already spoken with them. I think they got about an eight per cent increase overall in their budget, wasn't it? Yes, they got a 7.9 per cent increase.

I was wrong, their budget is about \$13.5 million, so if they are projecting at this point—that is the other thing, of course. What was the date of that letter?

Mr. McGuigan: May 9, 1980.

Hon. Mr. Timbrell: All right, on the basis of 39 days out of the fiscal year, they are making that projection. Most times you have to really look at their assumptions. I suspect, from the sound of it, if they are talking about half a million dollars out of a budget of \$13.5 million, that is about another four per cent. They got 7.9 per cent on their base budget.

Mr. McGuigan: They point out that 1979 operations were at a higher level of activity than funding guidelines were predicting.

Hon. Mr. Timbrell: That is all right. But the 1979 budget was not based on any particular percentage occupancy. It was based on operating the hospital. I think you mentioned that hospital has not yet started to put into place cost effectiveness programs—

Mr. McGuigan: Yes, in May 1980.

Hon. Mr. Timbrell: Yes. If you want, I will check further but I would think it is probably due to a fairly high assumption on the settlements that will come about in the fall of this year; in which case, I have to say to them as I have said to every hospital that has brought it up, "That has to be put to one side." I am not going to have us, in

effect, predetermining what the settlements will be.

The negotiating process is said to begin very soon. Once it is completed, whether it is negotiated or arbitrated, we will have to look at the impact of whatever the settlements for the nursing and support staff are.

5:40 p.m.

**Mr. McGuigan:** I will have to check back with them and see whether that is part of the assumption or not. I will let you know.

**Mr. Breaugh:** I think we generally agreed that this vote would carry this afternoon, but I would like to do some "quickies" as we go through this, all of which stem from the same problem. That is, that the format of the briefing material which is given to opposition members has stayed roughly the same except for some change in numbers for the last two or three times that I have looked at it. I want to point out something the minister might take into consideration, either for purposes of tabling additional documents during the course of these estimates or for preparation of what is laughingly known as a "briefing book" for future estimates.

Just to run through the items that are included under this vote; it would have been of interest to me to have, either in the briefing material or tabled separately, the terms of reference for the Ontario Council of Health, for example, and their investigation of what they are doing about denturists. I know we spoke briefly about that the other day, but it strikes me that tabling the reference there would have provided me with some information which would have been of some use.

Also under this vote is the affirmative action program. We have gone into this at some depth during a number of other estimates. The briefing material which has been presented to me certainly provides no further information of any kind.

I am suggesting that if the minister followed the past course, if he had done anything of any note, we certainly would have seen press releases. If there had been any substantive change in the effectiveness of the program, we would have had all that presented to us. So I won't go into another long tirade about affirmative action programs and how successful they are not. If you have done some great thing, then I am offering you the opportunity to present that to the committee now.

The same thing is true for the French-language health services co-ordinator; whether or not we provide to francophones in Ontario health services in their own language

and we have done a considerable amount of work in this regard, particularly in regard to francophones and mental health services in the northern part of the province.

The point I am attempting to make here is, if there has been any real change from previous years, I am sure the minister would have included that in the briefing material that is here, which is essentially an outline of what is covered under each of the votes. That outline has stayed relatively static over the last few years. It is a useful document in that regard, just in pointing out precisely who is responsible for doing what, but it does not really give us very much information of the like of the eight or nine black binders I have seen floating around. You have two up there today.

**Hon. Mr. Timbrell:** Three, one for every—  
**Mr. Breaugh:** Three.

**Hon. Mr. Timbrell:** With respect, let me remind you, I did not make an opening statement as I have done in other years in which I highlighted—

**Mr. Breaugh:** We thank you for that. We are most grateful.

**Hon. Mr. Timbrell:** I thought you might be—all the various achievements. I could table my speech to the Club Alouette in Sudbury last September on the *Popularite de la Langue Francaise*.

**Mr. Breaugh:** It is terrible, because I understand it.

**Hon. Mr. Timbrell:** That's fine.

**Mr. Breaugh:** That is an indication that it is terrible.

**Hon. Mr. Timbrell:** Have you read it?

**Mr. Breaugh:** Yes, I was not impressed, either.

**Hon. Mr. Timbrell:** I was even less impressed with the one you put out. We have put out releases, statements, speeches on a whole host of things. If you want, we will send you a compendium of press releases and speeches.

**Mr. Breaugh:** No, please. No. Let me make it clear that is not what I am asking for.

**Hon. Mr. Timbrell:** I just thought I would check. We happen to have a few extra copies. Some of the items you mentioned, yes, we will get you those.

**Mr. Breaugh:** Let me just run through a couple of other items I had wanted to comment on. Under your legal services branch here, I would like to point out that the ministry is represented in proceedings at courts' tribunals, wherever the coroners'



juries meet, public inquiries; on a number of occasions now, members have asked for specific transcripts which your ministry sometimes has, most times has—

**Hon. Mr. Timbrell:** No.

**Mr. Breagh:** Sometimes the ministry has asked for specific transcripts, for example from a coroner's jury.

**Hon. Mr. Timbrell:** Very seldom.

**Mr. Breagh:** Seldom, but on occasion it has.

**Hon. Mr. Timbrell:** It is on the public record; the only reason we would want it—as you say, we do follow them—would be if we needed the actual document to table as an exhibit for some further legal proceedings.

**Mr. Breagh:** Let me just make the point that I think it would be useful to your ministry as it is, because you go to the time and trouble of having people in attendance wherever proceedings of this nature come into play and are a matter of public discussion.

We could, from time to time, have each of the political parties here at Queen's Park lay out the money and purchase copies of these transcripts, which are relatively expensive. Or we could all agree that it would be a sensible thing for the Ministry of Health to get a transcript and put it upstairs in the library, or table it in the House and leave it in the Clerk's office.

Is it not about time that we found some mechanism whereby that information is presented to the Legislature? It could be presented by having the library acquire it under their budget, or else the ministry could acquire it and table it, in which case it would be available in the Clerk's office. When there is an inquiry of that nature, in whatever form, can we not give some consideration to transcripts being made available to the members so that all have access to the same information?

I reject the notion that each of the caucus research staffs should have to buy its own copy. Why buy three copies of it when one would do? We could put it upstairs or in the Clerk's office. Would that be offensive to you?

**Hon. Mr. Timbrell:** I cannot remember the last time we bought a transcript.

**Mr. Breagh:** For example, I recall in the fall, I think, there was a coroner's inquest in Windsor.

**Hon. Mr. Timbrell:** Anthony Turski? We didn't buy a transcript.

**Mr. Breagh:** But you did get a copy of the transcript?

**Hon. Mr. Timbrell:** No, I don't believe so.

**Mr. Breagh:** Would you reject the notion that where it was deemed to be in the public interest that a copy of a transcript be made available to the members, we find some mechanism to provide that to all parties?

**Hon. Mr. Timbrell:** It may be that the legislative library could—there are hundreds of inquests a year.

**Mr. Breagh:** I am not suggesting that we mail all that stuff in. I am suggesting that on two or three occasions I can think of in recent history there has been a request for a transcript to be made available for the members. Whether you accept it as being a sensible thing that you do it on an on-call basis, or you recommend that the library or the Clerk's office acquire such transcripts, either way would be better than having all parties buy them.

**Hon. Mr. Timbrell:** It may be something for the Board of Internal Economy to take up with the library, to see what arrangements might be made there.

I cannot imagine why we would want transcripts just so there would be access to them by all the parties, unless there are further legal proceedings. I really cannot recall, in my time as minister, which is now getting to be fairly long, when we acquired a transcript.

**Mr. Breagh:** So your response to my very reasonable request is "get lost"?

**Hon. Mr. Timbrell:** No, I am saying that I think it should be taken up with the Board of Internal Economy.

**Mr. Breagh:** There is another point that I would like to pursue in regard to the briefing material. Under item 10 it states that the data development and evaluation branch does a "quantitative and qualitative evaluation measurement of systems for the provision of health care facilities and programs." Have you in your possession any such document?

**Hon. Mr. Timbrell:** For a variety of evaluations that have been done, yes.

**Mr. Breagh:** For example, have any evaluations of that nature been done by your staff on the relationship between a financial restraint program, and the quality of care in hospitals?

**Hon. Mr. Timbrell:** Not by this branch.

**Mr. Breagh:** By any other branch?

**Hon. Mr. Timbrell:** You could ask Dr. Dyer, or any of the staff present that regu-

larly deal with the hospitals, for their comments and their observations on the quality of care. You have the comments of the Canadian Council of Hospital Accreditation to the Hall commission, who said they found the restraints program across the country had not resulted in a deterioration of quality of care.

**Dr. Dyer:** To my knowledge there has not been a study of that by the ministry.

5:50 p.m.

**Mr. Breaugh:** Wait a minute, gentlemen. It says right here in my little briefing book, "Key activity areas within the branch are..." The second item listed is, "Information reporting systems to monitor the performance of the province's health care services; i.e., inpatient and ambulatory—"

**Hon. Mr. Timbrell:** The data, right—

**Mr. Breaugh:** It says in my little briefing book—

**Hon. Mr. Timbrell:** —the data we publish annually—

**Mr. Breaugh:** You just said you are not doing it.

**Hon. Mr. Timbrell:** Hold on—the data. But you were looking for a judgement. From our computer system the collection of data—

**Mr. Breaugh:** What is a "qualitative evaluation—"

**Hon. Mr. Timbrell:** —we produce a report annually—I don't see a copy lying around here —of all the data on the utilization of the system; patient days, and that sort of thing.

**Mr. Breaugh:** All right, I accept your buf-faloing procedure. I just want to point out that the briefing book, which you provide to opposition members, provides a splendid outline of all the departments you have at your disposal, and has done so consistently for the last three years, but it tells us absolutely nothing about what you are doing.

I had always thought that when one did a qualitative evaluation, as this branch is supposedly doing as a key activity, one would expect to see pieces of paper which were in fact a qualitative evaluation.

**Hon. Mr. Timbrell:** We look at the peer groups. That is information which is used extensively, both by hospitals when they are trying to argue a case for themselves and by those in the area teams who are reviewing those arguments for qualitative judgements. That is among the data we publish annually. I wish we had a copy here. If you do not have a copy, I will get you one.

Every year we put out the stats on the hospitals, including the peer groupings, by size.

**Mr. Chairman:** Shall vote 3201 carry?

**Mr. Sweeney:** Excuse me, Mr. Chairman. If you are going to try to finish tonight, can I raise one last question, just in case it does not fit any place else?

**Mr. Chairman:** It is a policy matter, I presume.

**Mr. Sweeney:** It is policy, yes. What isn't?

Mr. Minister, there has been a considerable amount of, I guess I can only use the word "dispute," involved in what the Toronto Daily Star editorial called a "Silly Dispute Over Saving Babies." There seems to be a split among your advisers as to whether you should go the education route—

**Hon. Mr. Timbrell:** No.

**Mr. Sweeney:** There is no split? Could you tell me what the situation is then?

**Hon. Mr. Timbrell:** I think it is very regrettable the way that whole debate got off.

Two reports have been received in the ministry in the last six months. One is from a ministerial advisory committee on reproductive care that was chaired by Dr. Paul Swyer, who is the head of the neonatal unit at the Hospital for Sick Children; the second was a report on high-risk pregnancies from a committee of the HAMT/UTHA, Hospitals Across Metropolitan Toronto/University Teaching Hospitals Association, which was chaired by Mr. John Aitchison.

Both reports, which dealt with high-risk pregnancy, the mother who presents with premature labour, covered the question of prevention—that is, nutrition, the role of the public health unit, the community nurse, and so forth—as well as treatment. In neither report were they arguing that it is treatment technology versus prevention. They tried to argue them both.

There was a minority report on the Toronto report, written by a public health nurse by the name of Mrs. Hamilton, which has been construed by some of the public, I think, to suggest that they are saying, "Forget about the treatment altogether." I do not think they are saying that, any more than the authors of the reports were saying, "Forget about the preventive or the community health services and just emphasize technology." We have been receiving, right up to the current date, responses to both reports.

I spent all last Monday in Montreal, which is why we had to start estimates a day late. I visited the perinatal and neonatal programs at the Royal Victoria Hospital, the Montreal Children's Hospital and the Jewish General Hospital, and got some very interesting comments from them about some of the notions of computerization, compulsory forms to be



filled out, administrative structures and so forth, for a neonatal network.

In August, I will be visiting France and Holland to look at their community perinatal programs. Over the course of the summer and the fall we will pull together all the responses we have had and all the information we have developed to put some proposals before the cabinet in response to the two reports, the one from the provincial body and the Metro report.

The provincial report essentially advises three levels of care. It is interesting though that in talking to the people in Quebec, particularly Dr. Usher at the Royal Victoria Hospital, their recommendation to me was that we should be moving in Ontario to ensure that any obstetrics unit still in place in five years time would have a minimum of 4,000 to 5,000 live births per year. We have obstetrics units in place today in Ontario that are delivering 50 a year or less, and you know what happens when anybody talks about closing them out.

**Mr. Breaugh:** You bet. You seem to have forgotten you promised me—

**Hon. Mr. Timbrell:** A promise made is a debt unpaid. First of all, who made this promise?

**Mr. Breaugh:** You. There was an invitation given to the opposition critics to accompany the minister.

**Hon. Mr. Timbrell:** No, I was just inquiring about your availability.

**Mr. Breaugh:** I want to reiterate, I am available.

**Mr. Sweeney:** As with several other questions I have raised with you this afternoon there is an educational component to this one. You mentioned Mrs. Hamilton, who seems to be pushing fairly strongly for the educational component, although I would read it as you did; it need not be an either/or situation. My understanding is that some of the local health units and certainly a number of the schools are having some difficulty getting the right materials and resources, et cetera, to carry out the educational side of it.

Do you have any liaison between your ministry and the Ministry of Education, or at the local level between the health units and the schools, in terms of the necessary resource materials to do a good job of pregnancy education?

**Hon. Mr. Timbrell:** Both. What kind of materials are you talking about? Who has not got them?

**Mr. Sweeney:** Slides and pictures, books and things of this nature. I have been given

to understand there is a shortage of those materials. One of the reasons for the shortage is there is not a sufficient number of copies of these various things placed on sale to keep the price down so people can afford to buy them. What I am leading to is if you are going to move into this on a fairly significant scale, is there going to be liaison between the two ministries?

**Hon. Mr. Timbrell:** As I see it, there are a number of components of the response that we have had developed. One has to do with the data base and whether you go with the highly sophisticated, computerized network as proposed by the Hospitals Across Metropolitan Toronto/University Teaching Hospitals Association report, or whether you go with something like they have in Montreal, with total computer costs last year of \$38,000, which means relatively little computerization.

The second is the information base. I know that some of the responses we have had from community health groups, if I can use that umbrella term, have indicated a lack of material and where that has come up we have tried to take some steps to alleviate it.

The third is on the activities of the health units and the supportive activities of the examining physician. The truth is a question of the regional networks.

In Montreal, about eight years ago they had 19 hospitals delivering obstetrical care. Today they have 13 and through their regional health council, which is akin in a way to our district health councils, among themselves they brought in a gentleman by the name of Sidney Lee, a health economist from the States. They gave him the authority to develop a plan that, in effect, ordered six hospitals, including the Catherine Booth Hospital Centre, the Salvation Army obstetrics hospital, to close their obstetrics departments. In this way the obstetrics load could be concentrated in a smaller number of units so they could develop the perinatal and neonatal programs.

In Canada, the Society of Obstetricians and Gynaecologists of Canada recommends a minimum of 1,500 live births for a viable obstetrics unit. The American standard is 2,000. These fellows in Montreal told me last Monday it should be 4,000 to 5,000.

Ironically, when I got back I was approached by the press the next day with: "Any comment on this situation in Carleton Place? The doctors came forward to their board and said, 'We do not think we have a large enough case load in this town in order to develop, let alone maintain, sufficient



skills to deal with high-risk pregnancies. We feel that we should be out of the obstetrics business.'"

That was the doctors' initiative, and I would back the hospital and doctors in that kind of a decision. Essentially, they are saying: "We will look after the emergencies, the cases where labour is premature or comes on so fast there is no time to get to the Queensway-Carleton Hospital in Ottawa. We

will make all the proper arrangements with the Ottawa hospitals, but we should be out of it in the interests of the mothers and the babies."

Vote 3201 agreed to.

**Mr. Chairman:** On vote 3202, in accordance with the wish of the committee we will take this vote item by item.

The committee adjourned at 6:02 p.m.

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No. S-20

# Legislature of Ontario Debates

## Official Report (Hansard)

**Standing Committee on Social Development**  
Estimates, Ministry of Health



**Fourth Session, 31st Parliament**  
Tuesday, June 3, 1980

Speaker: Honourable John E. Stokes  
Clerk: Roderick Lewis, QC



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# LEGISLATURE OF ONTARIO

## STANDING COMMITTEE ON SOCIAL DEVELOPMENT

TUESDAY, JUNE 3, 1980

The committee met at 3:57 p.m. in committee room No. 1.

### ESTIMATES, MINISTRY OF HEALTH (continued)

**Mr. Chairman:** I call the committee to order. I want to deal with the question of a ruling which was raised last Tuesday. There was some discussion in regard to calling witnesses before estimates committees, and whether that procedure is permitted under the standing orders as they presently exist.

I read carefully the Hansard of that day and the comments expressed by the minister, the critics and others. I have also consulted several experts, although there do seem to be differences of opinion at that level.

The opposition critics for the Ministry of Health, Mr. Conway and Mr. Breaugh, both expressed the desire to call witnesses in areas of the ministry where they have the greatest interest and concern so that the estimates debate would be more useful and meaningful.

The minister, on the other hand, expressed some concern that this would be a distortion of the process and said, "We were still working with a parliament, not a congress, or a congressional system." He further went on to state, "If we want an inquiry into various subjects, then perhaps we should be talking about a select committee again."

The minister's comments suggest that the committee has no power to alter, amend or revise the committee estimates process, and anything that is done has to be done in accordance with the standing orders and/or traditional practices which have developed and become part of our parliamentary system. Therefore, it follows that any thought of embracing the congressional or presidential system is not relevant to the discussion. In that, he is quite right and I dealt with that briefly last Tuesday.

The minister also mentioned that if members want an inquiry, then a select or other type of committee should be struck. Again, he is correct. The purpose of an estimates committee is for members of the Legislature

and, through them, the people of Ontario, to determine if the government is spending public money appropriately, wisely and effectively in the delivery of the service intended.

4 p.m.

This involved discussion of policy and whether it is appropriate or misdirected, or whether there is a better alternative because while discussion does and should involve the actual dollar expenditures, it has to involve discussion of policy which is the reason for the expenditure in the first place.

Discussion of policy should not be confused with formation of policy because, while the former is quite proper in an estimates committee, the latter is the sole prerogative and responsibility of the government, specifically of the minister and his advisers and the executive council to which he or she belongs.

The estimates committee could quite properly be called the accountability committee, because the members of the committee, on behalf of the people of the province, hold the government accountable for the prudent or otherwise expenditure of public money. In that sense, the minister and his staff are witnesses before the committee.

In the best sense of parliamentary tradition, ministers and staff come before an estimates committee as supplicants seeking approval for expenditures and programs for which they have responsibility. They are the applicants for the money. The relevant question is, "Shall the vote carry?" Therefore, the committee's responsibility is to judge if this money has been or will be spent wisely.

In my view, any evidence that is relevant to that question, whether from the minister, staff members or whomever, is proper material to form the basis of discussion and consideration. The question is how should such evidence be presented to committee.

Obviously the minister and staff undertake the major responsibility in that respect. Should it go beyond that? I am satisfied the standing orders do not prevent it. It has never been done in the House, because only the minister responsible answers in the Le

lature and even staff, in responding to inquiries and comments, have to go through the minister. The minister in answering can call on any source of advice he wishes in responding to questions.

This committee's terms of reference do not prevent the calling of witnesses. Indeed, section 35 of the Legislative Assembly Act, which gives the committee power to call for persons, papers and things encourages, if anything, the calling of witnesses.

In summary, I see no prohibition to calling such witnesses as long as the witnesses can help the committee answer the question of relevancy, that question being, "Shall the vote giving authority to spend certain sums of money for specific purposes carry?" This means the committee has to make a determination on the wisdom of spending that money in that amount for that purpose even though the committee does not have the power to increase, only to decrease or recommend.

Any information the committee can obtain to assist in its work shall be encouraged. The calling of witnesses could be helpful, provided such a call meets two criteria.

Any witness called, or his representative, must be receiving public money directly and be involved in providing a service funded under a program provided by the ministry under discussion.

Secondly, any such call can only be dealt with within the time allocation provided for by agreement of the House leaders and concurred in by the Legislature. If the committee wants to do otherwise, there are other means of relief available about which we all know.

In this case, the critics have indicated that they wish to bring in someone associated with providing ambulance services in the province and also someone conversant with health service organizations. There is a special item in ambulance services in vote 3202, item 4, so I see no problem with that. Health service organizations are funded under the Ontario Health Insurance Plan, vote 2104, so I think that falls within the terms I described a moment ago. I see no problem having someone from the field conversant with the operation appear before the committee.

In closing, this whole question of calling external witnesses before an estimates committee is a grey area needing more precise definition. I would recommend that the standing committee on procedural affairs, of which Mr. Breaugh is chairman, study the matter further to come up with clearly under-

stood and recognizably workable guidelines to avoid any further dispute as to who can and who cannot appear as a witness before an estimates committee.

I recognize the procedural affairs committee submitted a report that was tabled today dealing with witnesses before committees. I think the matter has been referred to the Ontario Law Reform Commission, but solely from the point of view of determining the rights and privileges of witnesses before committees, not whether they should or should not appear.

I think if the procedural affairs committee could have another look at that point it might be helpful. This committee is an extension of the committee of supply where no witnesses are permitted, not even ministry staff, but the estimates committees have always been much less formal and, by practice, have been freer to permit people who the committee felt had information to assist the committee in deciding the wisdom of the expenditure in question. For that reason I think this whole matter needs further clarification by the procedural affairs committee. However, in my view, the witnesses mentioned can appear before the committee.

**Mr. Conway:** A landmark decision against which the Magna Carta pales.

**Mr. Breaugh:** May I make a couple of remarks? As Mr. Conway says, I have often not been happy with the rulings given by chairmen, particularly of committee, but I must say I am more than pleased that you took the time to think through the problem clearly, to do some research on it, to seek other advice. For the first time I have found a chairman of a committee upon which I sit give a ruling that in the truest parliamentary sense is a ruling—thoughtful, considered and not off the cuff.

As you mentioned in your ruling, the procedural affairs committee is looking in a number of ways at the standing orders as they now exist, the practices of this House, and we concur that it is well within the jurisdiction of this committee to call witnesses on a number of matters.

There are complicating factors in that. We attempted to deal with one portion of that in our report today. We will deal in subsequent reports with the entire matter of witnesses, how they are called, how they are used and where they might be most appropriate, but I must say that your ruling today provides us with some guidance. It is one of the first rulings of that nature taken with considerable care and forethought. We cer-



tainly appreciate that and as a member of the committee I certainly appreciate it.

**Mr. Chairman:** Thank you very much.

**Mr. Kennedy:** Mr. Chairman, what are the witnesses specifically? You mentioned ambulance and what else?

**Mr. Chairman:** And the health service organizations.

**Mr. Kennedy:** And health service. This is on the basis of them both being involved in estimates.

**Mr. Chairman:** They are directly funded in various votes within the ministry.

**Mr. Kennedy:** The question would be, whom shall we call representing these fields? I feel the head of the department, or section or whatever it is, should be present and should be a participant.

**Mr. Chairman:** That is up to the committee, Mr. Kennedy. I notice that ambulance services is item 4. Perhaps we would get to that item tomorrow. If the committee wishes to have someone either from the association or—

**Mr. Breaugh:** I was going to suggest that I am sure Mr. Conway has a couple of names. I provided one name for one other matter which we will cover in a slightly different way, I am told. We are agreed on that.

I would suggest the critics put forward the names to the clerk of the committee and that we proceed in that manner. Would that be agreeable?

**Hon. Mr. Timbrell:** This includes government members as well.

**Mr. Breaugh:** Yes, anyone who wants to call a witness. I think for practical purposes it might be reasonable to schedule those witnesses, if we could exclude those votes on the way through today or tomorrow, for next Monday or Tuesday. Would that be possible? I am concerned it might be tough to get someone we want to have before the committee in here for tomorrow afternoon.

**Mr. Conway:** Speaking to that if I might, Mr. Chairman, there are just a couple of points. I agree entirely with what Mr. Breaugh said in his earlier remarks and I congratulate you for the care and wisdom with which you have ruled in this connection. There seems to be a useful precedent there on all sides.

I agree as well with Mr. Breaugh's point that we should try to organize ourselves, keeping in mind, as I think we must, that we have 20 hours and we do not need any more. If it is agreeable to all members maybe

we could determine, even before we adjourn today, whether we could put the special references at the end. I would be quite happy to have the two I mentioned, ambulance services and the health service organizations, put at the end and decide now or before six o'clock how far we could put them back so we would give everybody an opportunity to prepare for those sessions. I believe we have about 13 hours left.

**Mr. Chairman:** We have 11 hours and 25 minutes.

**Mr. Conway:** It might be useful to declare the other votes in a somewhat different fashion if that is agreeable. If we want to take them piece by piece I suppose we could do so. I certainly agree with the point that the two references be put to the end to allow greater time to contact people.

4:10 p.m.

My intention, I might add, was simply to have someone from the private ambulance operators in particular—Mr. Lewis comes to mind as the chairman—and anybody they might like to bring along from that particular group. When I talked about ambulances perhaps I should have made myself more clear. That is what I had in mind.

**Hon. Mr. Timbrell:** In that case maybe you should bring in Mr. John Dean, the head of the Metropolitan Toronto department of ambulance services and perhaps somebody who runs an ambulance service through a hospital. There is also the staff from the ministry's ambulance services branch who are responsible for the 10 services we run directly.

**Mr. Conway:** Let me be very clear. I believe I was the one who raised the ambulance question. I wanted to await your judgement before proceeding any further.

I had in mind specifically the problems I have been hearing about from the private operators. They are already directly funded by the government of Ontario through this ministry and I was interested to hear what the ministry had to say, and what they had to say, and to make some judgement, if I could, on the basis of both sides of the case. It was not my intention to have a comprehensive assessment in two hours of all ambulance services in this province. That is obviously not possible nor, under those conditions, desirable.

However, my point is we will have to decide ourselves how we want to proceed. I agree in principle with the idea that such references as we are going to have, are at

the end of the time period, if that is acceptable. If it is not, we will have to proceed.

**Hon. Mr. Timbrell:** Could I ask a question and make a point? First, as you point out, Mr. Chairman, the area is grey, fuzzy, to use your words and I would, with respect, suggest it should have been clarified first, notwithstanding your ruling.

**Mr. Conway:** You will go to Coventry.

**Hon. Mr. Timbrell:** I was not planning to go there in August but I may decide to.

I need some clarification. First, in the matter of ambulances there is one particular area, as we discussed the other day, which is before the courts and which I have no intention of commenting on and would tell my staff we should not comment on. That is the area of licensing, which I know is an area of contention with the Ontario Ambulance Operators Association.

What do we do about that matter? Until the court rules on a case in Port Perry, it is sub judice. In a way, it gets into your report.

**Mr. Conway:** Mr. Speaker Rowe made an excellent judgement in July 1977 on the sub judice rule and I recommend it, Mr. Minister, for your leisurely evening reading.

**Hon. Mr. Timbrell:** On the question of the health service organizations as well, so as not to duplicate, the standing committee on public accounts is looking at the matter of HSOs on Thursday morning. Are we going to duplicate?

**Mr. Conway:** And if we did?

**Hon. Mr. Timbrell:** I suppose that is your prerogative. I suggest the public interest would be better served if the matter is focused in one forum and not spread over a number, that is all. There may be other areas.

For instance, you wanted to discuss public health and I would suggest that could be a very useful discussion, but that we should hear from more than one area. There are six.

**Mr. Breaugh:** Let me make a suggestion to you, Mr. Chairman. This committee has on other occasions, and in much hotter political circumstances, used its steering committee of Mr. Conway, Mr. Kennedy and myself to line up how we would proceed. I suggest we do that now.

I could give you the names of people I would like to see come as witnesses under certain votes. There may be government members who wish to have other individuals there. Mr. Conway has suggested a couple of names. I suggest we ask all members of the committee who would like to call a witness to provide the names to the clerk of the com-

mittee who will have a little steering committee meeting.

There are obvious things about sub judice matters and, if we are going to invite one, do we invite 8,000 or whatever, but I think that steering committee has shown a capacity in the past, and will in the future, to deal with such a complicated matter.

**Hon. Mr. Timbrell:** My only observation on that, Mr. Chairman, would be that if any one party wanted somebody to come, are the other two going to be able to overrule that party and say that person cannot come?

**Mr. Breaugh:** That has been our practice in the past.

**Hon. Mr. Timbrell:** That makes a mockery of the ruling just made.

**Mr. Conway:** The steering committee has been very, very agreeable in the past.

**Hon. Mr. Timbrell:** It starts to make a mockery already of the ruling just made if you can overrule the accessibility.

**Mr. Chairman:** I think, Mr. Minister, there is no point in dealing with situations that have not presented themselves. The steering committee approach has worked reasonably well in the past. If there is a problem, we will have to sort it out. I think that is the way to proceed and I am wondering if the committee wants to allocate a certain number of hours at the end for the hearing of witnesses on the ambulance services and the health service organizations, as well as on the report.

**Mr. Breaugh:** I move the matter of when the witnesses are called and who is called specifically be referred to a steering committee consisting of Mr. Conway—are you willing?

**Mr. Conway:** As always.

**Mr. Breaugh:** Mr. Kennedy?

**Mr. Kennedy:** Yes.

**Mr. Breaugh:**—and myself and that we will meet tomorrow to receive from any member of the committee names or concepts of who you might like to call. If you could give that to the clerk, we would have that in our possession and at tomorrow's session we will make a recommendation to the committee at large as to who will be called and how it will be conducted. The only proviso I would put is that no vote is called today which might preclude members doing that.

Motion agreed to.

**Mr. Jones:** I am interrupting this but you alluded to the procedural affairs committee and said this had been passed on to them for further consideration.



**Mr. Chairman:** I was recommending, that's all.

**Mr. Breaugh:** There already is a committee, at any rate.

**Mr. Jones:** Do you have any guess as to when they might be dealing with it or whether—

**Mr. Breaugh:** We hope to have a committee report by the end of the session.

**Mr. Chairman:** Okay, is that cleared up?

**Mr. Breaugh:** I would suggest tomorrow at one o'clock upstairs in the room off the library. Would that be agreeable?

**Mr. Conway:** Fine.

On vote 3202, institutional health service program; item 1, program administration:

**Mr. McKessock:** Mr. Minister, I have a problem of a certain urgency I want to bring before you because it involves a person who needs a gall bladder operation and will not be able to have it until this problem is straightened out. I believe it has to do with a regulation of a nursing home or regulations of extended care or maybe a bit of both.

I was called by a doctor who has a patient in a nursing home who needs a gall bladder operation. The patient will not leave unless they can tell him he will be back in three days. It is my understanding that if he stays any longer than three days in the hospital he loses his bed in the nursing home. The doctor will not accept him unless he will agree to stay for at least 10 days.

There seems to be a problem here. If a resident is going on a vacation he can leave for 14 days and not lose his bed, but if he is going into hospital he can only leave for three days, otherwise he loses his bed.

**Hon. Mr. Timbrell:** In the case of the holiday program arrangements are usually made for somebody else to come in and occupy the bed for the 14 days. When a person leaves for medical reasons, one doesn't know that he will be back in three, five, 10 days or whatever. Complications could set in and he could be gone for a couple of months, in which case the bed is tied up the whole time and one cannot schedule some other use.

What the family could do, and it has been done, is to pay the full rate for the number of days in excess of three and hold the bed for that time.

**Mr. McKessock:** What if he leaves for two weeks for a holiday? Who pays for the two weeks then?

4:20 p.m.

**Hon. Mr. Timbrell:** That is arranged for long ahead of time in which case arrangements can be made to bring another person in.

**Mr. McKessock:** Why would they bring somebody in for two weeks?

**Hon. Mr. Timbrell:** If no one else is using the bed, then he would pay for it. Usually arrangements are made sufficiently far enough ahead of time that through the placement service, or through whatever arrangements there are in that particular community, it could be made known that the bed is available for a two-week period. They are often used by families who are looking after a mother or father at home and who want to go away for a couple of weeks. Arrangements are made to put mother or father in the nursing home for those two weeks while they are away.

**Mr. O'Neil:** What if they cannot afford something like that?

**Mr. McKessock:** This is the point here. This person has no money and he has no family. The doctor had problems enough getting him into the nursing home in the first place but now he is there he likes it. He has made friends and there is no way that he is going to leave and be transferred to another nursing home after his operation. He does not want to have anything to do with that.

**Hon. Mr. Timbrell:** I take it this person is an extended care patient for whom the bed is being paid at the rate of about \$7,000 a year by the taxpayer.

**Mr. McKessock:** That is right.

**Hon. Mr. Timbrell:** What you are saying is that the taxpayers should pay for two beds indefinitely.

**Mr. McKessock:** I think it would be a good thing for them to pay and at least to give the two weeks because, with an operation such as this, the doctor says it means 10 days in the hospital. He would be back within the two weeks without any problem, but within three days, no, the doctor would not even accept him.

**Hon. Mr. Timbrell:** I am assuming it is an elderly patient. The difficulty is that if complications set in, such as a stroke or an infection that would take weeks and months to clear up, you are saying the taxpayer should pay for two beds indefinitely.

**Mr. McKessock:** No, I am not. I am saying for two weeks. If he isn't back at the end of that time, that is fine.

**Hon. Mr. Timbrell:** What is your rationale for two weeks? Why two weeks?



**Mr. McKessock:** For this gall bladder operation or a similar operation, 10 days is fine. I am saying that three days is just not enough. I think it should be 14 days and if by the end of that time he is not back that is satisfactory. We know they can leave for 14 days for vacation. I think it is just as important they be able to leave for 14 days for an operation.

**Hon. Mr. Timbrell:** The difference, I guess, is that with a vacation, short of them taking ill or short of a fatality, one knows they are coming back so one can schedule that bed. With respect, what you are describing could go on indefinitely, but if you want to give me the name and so forth, we will see if something can be done for that person.

**Mr. O'Neil:** Is it a hard and set rule that those are the terms—the three-day period and the 14 days for a holiday?

**Hon. Mr. Timbrell:** Pretty well. It is in the regulations.

**Mr. O'Neil:** Do you vary from that in certain circumstances? You are asking for the details here.

**Hon. Mr. Timbrell:** They can perhaps make some arrangements when the hospital needs a short-term placement of a patient and do a swap or that sort of thing. As far as the payment to the operator is concerned, the \$19 or \$20 a day the ministry pays for a nursing home bed, that is governed by the regulations which are basically as I have described.

**Mr. O'Neil:** On the other hand you are talking about having the province face a double cost. What happens to a person who leaves a nursing home bed, goes into a hospital and somebody else takes his bed? When he is finished with his operation, where are you going to send that person? Do you have to keep him in the hospital at the rate you have to pay there?

**Hon. Mr. Timbrell:** They might have to.

**Mr. McKessock:** That is the problem, because he could end up in the hospital for six months whereas if this program were extended—

**Hon. Mr. Timbrell:** That is right. That is exactly my point. You are saying that the taxpayer should end up paying for two beds for six months.

**Mr. McKessock:** No, I said for two weeks. What I am saying is if the program were extended for two weeks, he could go back. Now, with the three days, if he agrees to go for the operation, the doctor says, "I won't take you unless you agree to stay for 10

days." He stays for 10 days. They give his bed away. Twelve days later he is ready to go back but he has no bed and they cannot find a nursing home bed for him anywhere. He could be in the hospital for six months waiting for a nursing home bed when he does not need to be there.

**Hon. Mr. Timbrell:** Give me the particulars because, if that is all you are talking about, there is a difference of about \$140 which the family would have to pick up in order to hold the bed.

**Mr. McKessock:** That is right, but he has no family.

**Hon. Mr. Timbrell:** All right, you say it is a 10-day operation. There are other operations that are three weeks, four weeks or five weeks. Some neurosurgical procedures might be measured in months. I think one has to have a reasonable balance there.

It has been about four or five years since we introduced the holiday concept. That was a significant innovation. I think they are able, in most cases, to find some way to get around it so that the individual can get the surgery and not be inconvenienced. If you give me those particulars, we will see what we can do.

**Mr. McKessock:** There is one way they can get around it, the doctor told me; he could lie and say he was going on a holiday. But he does not want to do that, and I agree that he should not have to.

**Hon. Mr. Timbrell:** In which case the home would have the opportunity to try to fill that bed for the two weeks.

**Mr. McKessock:** I guess they could anyway. They could say, "Okay, we will schedule that operation for a month from now if he lasts that long." Then they would have that same opportunity.

I think it would make sense to have the same 14 days as a vacation. I understand what you are saying; it gives them time to set it up. Would you consider covering that 14 days under the extended care in a situation like that?

**Hon. Mr. Timbrell:** We can't. The regulations do not allow us to do that. If you will give me the particulars in this case, we will see. Usually, where there is a placement service, between the physicians and the nursing home they are able to make some adjustments so they can proceed.

**Mr. McKessock:** All right. I will give it to you.

**Hon. Mr. Timbrell:** Would you please give it to Mr. Boddington, who is right behind you?

**Mr. McKessock:** His name is Dr. Bob English, Clifford. It is the Harriston Nursing Home. The gentleman's name is Maurice McIntosh. He is 73 years old.

If it boils down to somebody having to pay for that two weeks, who would cover this? Is this what you are going to figure out?

**Hon. Mr. Timbrell:** You are talking about an elective procedure. Given sufficient lead time, they may be able to work out some arrangements. Maybe there is somebody in the community who wants to put mother or father in for a week or 10 days while they are away. Perhaps they can work something like that out. That is often what happens.

**Mr. McKessock:** Of course, it could be the case that if he does not go in shortly, it will be an emergency. But he still might only be in there for two weeks.

Would you give some thought of changing that to cover a two-week stay in hospital for an operation, in the same as for a vacation?

**Hon. Mr. Timbrell:** I will consider it, although the next time you may be wanting me to make it a month because a particular case involves an operation that is going to take a month. That is the difficulty with—

**Mr. McKessock:** No, I just want it to equal the holiday.

**Mr. Breaugh:** I take it that you are not going through this item by item.

**Mr. Chairman:** I had intended to do so unless the committee wanted to deal with it otherwise.

**Mr. Breaugh:** I was just going to point out that, if that is the case, we should exclude item 4, ambulance services.

**Mr. Chairman:** That's right. I was going to stand that one down and leave it to the end.

**Mr. Breaugh:** Under item 1, program administration, there are two matters I would like to raise with the minister that basically have to do with general ministry policy implementation.

This committee spent a great deal of time on the Lakeshore Psychiatric Hospital last year and on whether there would be put in place community service agencies to take the place of Lakeshore. On several occasions the minister has alluded to the fact that amounts of money were set aside and approvals given to fund those things.

I wonder if we might have an update on exactly what is currently in operation, the status of those which have approved funding and what programs they might run. I

have not yet seen a list in that regard. I wonder if it would be suitable to do that now.

**Hon. Mr. Timbrell:** Perhaps Dr. Lynes could come to the front. He could bring the member and the committee up to date on those community mental health programs that are being funded out of moneys previously allocated for Lakeshore Psychiatric Hospital.

**Dr. Lynes:** Twenty programs were approved, to the commitment of virtually all of the \$1.3 million, and have been put in place. Thirteen of them are fully operational at the present time; the balance are in various stages of development.

I have lists of all the programs, the program descriptions, operating budget, staff and status. They could be made available.

**Mr. Breaugh:** That is precisely what I would like to have. Could we have that list?

**Hon. Mr. Timbrell:** Does this refer to all of the community programs?

**Mr. Breaugh:** Yes.

I am aware that at the time the minister made a statement in that regard and it was available. But what I am looking for now is an update as to how many of them are now in operation, which of those are approved but not operative, what are their problems. I want to get some concept of whether the work the committee did last year and the announcements the minister made have actually been put into effect.

4:30 p.m.

**Hon. Mr. Timbrell:** There is a lot of material here. Do you want it today or can we give it to you tomorrow?

**Mr. Breaugh:** It is going to be a little awkward if you give it to me tomorrow and the vote is gone. It all depends on the pleasure of the chairman, of course.

**Hon. Mr. Timbrell:** These are all the program descriptions. We can go through them and just briefly describe each one and the present status. That would be the best way, I guess. Then it is on the record.

**Dr. Lynes:** I do not know how much detail you want. I will just go through them as they appear on the list.

Alternative housing, north and south Peel, is transitional accommodation for men and women with psychiatric problems in north and south Peel. The co-ordinator has been hired, and the houses are to open in June and July 1980.

The Mississauga Hospital crisis intervention program is a program designed to provide a comprehensive assessment service to adults in psychosocial crisis and to offer short-



term supportive counselling to clients and their families, presented at the emergency room, Mississauga Hospital. That program is now fully operational.

The community mental health clinic at Mississauga Hospital is a very conventional day treatment and outpatient psychiatric program offering individual marital, family and group therapies. That program is operational, although not all staff have been hired. They are in the process of doing renovations to accommodate the program.

The mental health clinic in Peel Memorial Hospital is similar. It has a comprehensive assessment and short-term treatment program providing crisis intervention and psychiatric emergency. That program is fully operational.

The crisis intervention program at Etobicoke General Hospital is assessment, referral and crisis counselling and follow-up to crisis. The co-ordinator has been hired, and the program is operational. More staff will be hired as the program develops.

Opportunity for Advancement, Weston, provides a community-based skill training and support group program for high-risk women, offering individual counselling, case advocacy and one-to-one support. The program is fully operational and is operated by the Opportunity for Advancement, which is an incorporated group.

Friends and Advocates, Weston, is a volunteer program, which provides one-to-one volunteer support and friendship to socially isolated adults and ex-psychiatric patients, in order to reduce hospitalization length of stay and increase self-sufficiency and basic life skills. This program is fully operational.

Etobicoke Mental Health Services Agency is a program designed to establish a basis for co-ordinated planning of adult mental health services in Etobicoke and to encourage their delivery, and to facilitate and co-ordinate the development of such services. The program is at present in the developmental phase. Further development of the program is expected by August, when they will have finished their preliminary studies.

The comprehensive rehabilitation program is likely going to be established at Seneca College of Applied Arts and Technology. This is now in the developmental stage. It is intended to assess the need and available resources for a rehabilitation program, based on a community college, for clients with emotional disabilities. It is actually intended to duplicate a very successful program called Rehabilitation Through Education, which is operated at present by George Brown College.

The program is at present developmental and is expected to be a program proposal, including agreement of the community college—probably Seneca—by the end of June this year.

Keele Street Women's Group, operated by the Canadian Mental Health Association, Metro branch, is a daytime activity program for nonworking women with psychiatric problems. It provides social and recreational skill development. The program is fully operational.

The Italian-Speaking Women's Group, which is also operated by the Canadian Mental Health Association, Metro branch, is a daytime activity program for socially isolated Italian-speaking women, providing an opportunity for developing social and recreational interests and skills through group socialization. The program is fully operational.

West Park-Community Occupational Authority Associates psychogeriatric services is a joint program operated by COTA and by the West Park Hospital. It is designed to assist in the development of a co-ordinated, comprehensive service network related to the needs of the target group, which is the elderly person living at home or in institutions. It provides psychogeriatric assessment, diagnosis, referral, treatment and follow-up in community settings. The program is fully operational.

Community psychiatric services, Northwestern General Hospital, is a program to increase the day care capacity of that hospital. It offers a day treatment program for psychiatric patients and is fully operational.

Day hospital expansion at Humber Memorial Hospital is, again, essentially an expansion of a day care program that has previously been started there. The program is fully operational.

Progress Place is an expansion of a core program at present being reviewed by the management committee of that program, which is sponsored by the Canadian Mental Health Association, Metro branch. An expansion of the program is expected after the review is completed.

Mental Health Co-ordination is a program under the auspices of North York Inter-Agency Council. It is similar to the one in Etobicoke, and is designed to co-ordinate mental health services in North York by surveying existing services, identifying needs, developing strategies for sharing information in developing a system for tracking adult mental health service utilization and formulating a mechanism for the co-ordination and collaboration of services in North York. The program is fully operational.



Club North York, Toronto is a program operated by the Community Resources Consultants of Toronto. It is designed for socially isolated adults, including discharged psychiatric patients. It is a social therapeutic recreational program. The program is fully operational.

Life Skills Program is sponsored by the YWCA and the North York Inter-Agency Council. This is a program designed to provide life skills training in a community setting for socially isolated women. The program is fully operational.

**Mr. O'Neil:** Mr. Chairman, I am having some trouble hearing.

**Dr. Lynes:** Parkdale Activity and Recreation Centre, which is located on Queen Street West, is managed by Parkdale Activity and Recreational Centre Incorporated. This is a community-based program directed at socially isolated adults in Parkdale with a history of psychiatric problems. It offers group socialization, life skill development, physical fitness, problem solving and social interaction. The program is fully operational.

Regeneration House Incorporated is a transitional house, housing about 14 ex-psychiatric patients. This is a program that was operating and has been taken over and funded by the Ministry of Health. It is fully operational.

**Mr. Breagh:** So, more than a year after the announcement was made, a little better than half of those you have set up are now what you term fully operational. Is that right?

**Hon. Mr. Timbrell:** Nine months only. Nine months after they were approved—

**Mr. Breagh:** That is not what I said. I said that better than a year after you made the announcement of the closure, we have about half of the approved projects operational. Is that right?

**Hon. Mr. Timbrell:** You have about two thirds of the approved projects fully operational as of today. Thirteen of the 21 are fully operational. Sorry, 13 out of 20.  
4:40 p.m.

**Mr. Breagh:** Thirteen out of 20. I think for all of the arguments that this committee went into about whether those community-based projects should be concurrent with such a closure, or whatever the transitional period should be, I still find that a rather woeful record. More than a year after you announce you are going to do something, you still have not got in place and operational those community-based support services that we were promised.

What is the problem? Is it that the ministry made a decision and then figured out a way to proceed after making that decision? If, for example, under this particular vote we would be looking at things like planning such a decision, is the minister content that he has planned at all? Or did you announce first and then attempt to figure your way out of a mess afterwards?

**Hon. Mr. Timbrell:** As you know, the decision to apply some of the savings towards community-based programs was made coincident with the announcement to close the hospital.

As regards the other seven, Dr. Lynes might want to explain why they are not fully operational yet. But it is not for lack of funds. They were all approved at the same time. They all went through the same very thorough review involving a lot of professional and lay people in the Metro community.

**Mr. Breagh:** Just before you begin, Dr. Lynes, I simply want to put on the record that from a theoretical and perhaps administrative point of view, you may be doing the best you can. But for someone who was discharged or who needs continuing care, a year has transpired and the programs are not in place.

To focus on one single question, do you feel that you have in fact planned?

**Hon. Mr. Timbrell:** I think the answer is yes. It was announced coincident with the decision to close. The closure did not occur until August. All of the inpatients who required inpatient care continued to get it. The outpatient services of the then existing Lakeshore Psychiatric Hospital continued to function. We are talking about services that have been added and did not exist before, using up to \$1.3 million of savings generated by closing that hospital.

I think the answer would have to be yes.

**Mr. Breagh:** I thought it was interesting that the only one who is prepared to say yes to that is the minister.

**Hon. Mr. Timbrell:** I am the one who is accountable for it.

**Mr. Breagh:** The other end of that operation is that there would be considerable change in the functioning of the Queen Street Mental Health Centre. My little birds tell me that there is now some form of consultation taking place on whether the staff can cope with this increased work load or not, how the mechanics of that have worked out, and whether they are indeed functioning as they think they should function.

I wonder if we might hear some testimony, discussion, or version of whether or not that end of the process has turned out to be satisfactory.

**Hon. Mr. Timbrell:** Dr. Dyer may want to comment on that. Obviously the occupancy of the building is higher today than it was prior to moving in the Lakeshore patients.

**Mr. Breaugh:** Dr. Dyer, could I just put one question to you then? Is it true that the ministry is conducting a kind of person-by-person, in-house survey to determine what problems have occurred, and whether people find it a bearable and professional care situation now?

**Dr. Dyer:** I think we are at Queen Street, yes. Occupancy is running at 90 per cent. It does not seem to be increasing. But we are concerned about the work load. It is a heavy work load, although the staff was increased to accommodate that. The turnover rate is comparable to that of other institutions.

They have admitted some 290 patients during the last month, so it is a fair work load. But they seem to be coping. We are doing an internal survey with the staff to see if that is presenting any problems.

**Mr. Breaugh:** What is the nature of the survey? Is it essentially an exercise to cool the fires or will there be a report tabled, either in the House or internally, which attempts to assess the quality of care, the effect on staff, the effect on the patients and the effect on the building itself? Is it comprehensive in nature or is it just putting the fires out?

**Dr. Dyer:** It is an internal survey. I do not know whether one would call it putting fires out. It is intended to find out whether the staff perceive any unusual problems. It is not really intended to be a public document.

**Mr. Breaugh:** What is the intention of it?

**Dr. Dyer:** If the staff perceive problems it is to try to make some corrections in those areas, not necessarily to make sweeping changes. It is a response to the staff's request for that kind of examination.

**Mr. Breaugh:** I do not understand a survey that does not have any results and I am having a little difficulty coping with the way you are doing that.

**Dr. Dyer:** One might call it the typical management process in the operation of that institution, in which the management is trying to find out whether there are any par-

ticular problems perceived by the staff. It is not really a survey in the sense of an outside survey or anything of that nature. It is something we do almost regularly, and in other institutions as well. It happens it is being conducted here at this time.

**Hon. Mr. Timbrell:** I would think you would want us to be following up on that.

**Mr. Breaugh:** I do. I am only trying to determine the nature of the follow-up. I have determined so far that it is not a report, so it will not tell anybody internally or externally whether the facility can handle the job that is before it. It is not a survey. I am trying to get some notion in my little head as to what it is.

**Dr. Dyer:** It is an examination of the current situation and of what the staff perceive to be the future problems, if any, and how we should deal with those concerns. It is a normal process that I would say is followed, and should be followed, in all institutions, not just psychiatric institutions.

**Mr. Breaugh:** I am in agreement with that if I know what it is. Do you know what it is?

**Dr. Dyer:** I do not know the exact details, no.

**Mr. Breaugh:** Does anybody know what it is? I take it the silence means no one knows what it is.

**Dr. Dyer:** I do not think it is any structure. It is not a structured review, if that is what you are saying.

**Mr. Breaugh:** Is it a free flowing something or other?

**Dr. Dyer:** It is an examination by the management of the institution with the professional staff.

**Mr. Breaugh:** It is being done by the management of the institution, not by the minister.

**Dr. Dyer:** Not by the minister.

**Mr. Breaugh:** Is it a free flowing something personal relationship? Could we describe it that way?

**Hon. Mr. Timbrell:** I would describe it as good management.

**Mr. Breaugh:** We can describe it as good management, but what is it?

**Dr. Dyer:** That is the best description of it I would think. It is a normal management process of the operation of an institution. This happens to be carried out in all kinds of institutions.

**Mr. Breagh:** Despite the fact we do not know what it is, it is considered by the ministry to be good management.

**Dr. Dyer:** We think the process of routinely or regularly asking staff to identify problems to tell us whether there are perceived future problems arising from trends is good management process. It is not a survey that is being stemmed by any untoward developments.

**Mr. Breagh:** Let me get this straight. It is not a survey from which one would identify groups of opinions. It is not a matter of a fact-finding tour from which would stem a report. It is good management, we all agree on that, but we are not sure what it is. Will there be pieces of paper to summarize all of this good management interfacing?

**Dr. Dyer:** If the internal management wants to put it down on paper they might do so. But there is no formal mechanism for that. There is no recording mechanism. We are not getting a formal report. It is a suggestion that was made to the management staff and they are carrying it out.

**Mr. Breagh:** So this is good management interfacing to solicit opinions but not necessarily to report opinions.

**Dr. Dyer:** I think to solicit opinions and probably to react on those opinions that can be instituted.

4:50 p.m.

**Mr. Breagh:** Now I understand. For a long time I have understood those people who want to hear my opinion but do not want to pay any attention to it. I think we can proceed. I have a clear understanding of what is going on at Queen Street Mental Health Centre now.

**Hon. Mr. Timbrell:** Now that we have had our dissertation, Mr. Chairman—

**Mr. Breagh:** We have not had it yet, do you want it?

**Hon. Mr. Timbrell:** No, we have had it for five years. It really does prove that sarcasm is not wit.

**Mr. Conway:** Are you somewhat on edge?

**Hon. Mr. Timbrell:** No.

**Mr. Breagh:** Let us see if we can put him on edge.

**Mr. Conway:** Is it all the smoking in this Health committee that is disturbing him?

**Mr. Breagh:** It could be.

**Hon. Mr. Timbrell:** I am waiting to be put on edge, come on.

**Mr. Breagh:** I would not put you on edge. We do not have that big an edge.

Item 1 agreed to.

Item 2 agreed to.

On item 3, psychiatric services:

**Mr. Breagh:** I would like to raise again the matter of the Whitby Psychiatric Hospital because this has been a rather perplexing piece of business.

The sequence of events, as I understand it, is that a little better than a year ago the minister announced that Whitby Psychiatric would be rebuilt. Staff visited the area and talked to people who worked in and out of Whitby Psychiatric on a voluntary basis, some of whom are on the professional staff working in community organizations and some of whom work, of course, on the staff of Whitby Psychiatric.

There has been a good deal of transferring of staff to Whitby and a good deal of discussion in the community about what type of rebuilding should occur. There has been a consultant's report tabled with the Durham region district health council which offered some options, not identifying which ones might be preferable, concerning the Doctor Joseph O. Ruddy General Hospital, which happens to be located in the middle of the grounds of the Whitby Psychiatric Hospital.

From my conversations with the administrator of Whitby Psychiatric and with staff who work there, there is a good deal of confusion as to what is going to happen. There appears to be no clear line as to whether Whitby Psychiatric per se will be rebuilt, whether any building program will be at the lake or at the road, whether it is the government's position, officially or otherwise, to make some extended use of vacant space at Ruddy hospital.

The existing buildings at Whitby by and large pose substantial administrative problems. They are scattered, a number of them are older buildings and there are quite a few differences between the buildings which are there. Some are very ancient pieces of business to try to administer, to heat, to stop the rain from leaking in. I keep hearing persistent stories that large amounts of furniture are stacked outside because there were new orders going in for different kinds of furniture. This furniture is not being offered to community groups but is just left there and eventually is going to be hauled away.

I know that the minister has announced that Whitby Psychiatric will be rebuilt but no one seems to know how. At one time I heard there was a committee to co-ordinate the concepts which might be put into a new



psychiatric hospital, but no one seems to know who those people are or what they are doing.

**Hon. Mr. Timbrell:** It is a committee chaired by a representative of the Durham region district health council. In regard to the Ruddy hospital, in the Legislature two weeks ago I was asked by the member for that area what my opinion was of the notion of using the Ruddy hospital as the core of the rebuilt Whitby Psychiatric Hospital. I said I did not agree with that proposal and would be responding to the district health council in the future, which I plan to do no later than the next couple of weeks, on the question of whether it is at the service road or whether it is down at the lake.

On the question of the Ruddy hospital, I said I do not accept that as an option because, while the Ruddy hospital has been chronically under-utilized in recent years—and I underline chronically under-utilized—given the growth in that area one can anticipate that will change. As well, the board and the medical staff are facing up to the fact that it has been under-utilized and why, so that is not an option.

**Mr. Breagh:** One thing I noticed was not really dealt with—they touched on it—in the consultant's report to the Durham region district health council is that the factor of a major psychiatric institution did not seem to be integrated into the total plan for health services in the area. In some private discussions with people who were on the health council, they did not really feel that was a slippage in the system. They felt the district health council was looking after the hospitals in the area but Whitby Psychiatric Hospital was essentially a concern of the Ministry of Health, and that was their rationale for not having it integrated into the proposals.

That consultant's report did talk about the use of the Doctor Joseph O. Ruddy General Hospital and the psychiatric hospital. They acknowledged it was there. One really could not say there was an integrated plan of services offered as any of the options they put forward.

**Hon. Mr. Timbrell:** In essence their role has to take as given that there will be a rebuilt Whitby Psychiatric Hospital, and look at how the balance of the psychiatric services within the community psychiatric units will relate to it, such as at the Oshawa General Hospital or the community mental health programs, existing or potential and needed. But if anybody received the impression we were throwing open the question of whether

Whitby hospital should be rebuilt at all, then the answer is no.

**Mr. Breagh:** What you are doing is reaffirming that you intend to proceed with the rebuilding of Whitby Psychiatric.

**Hon. Mr. Timbrell:** Yes, and it is still my intention, as I said, within the next couple of weeks to respond to the chairman of the health council dealing with the various questions about whether it is at the service road or down at the lake, and that sort of thing. We have also been discussing the timing of detailed planning and construction with the Ministry of Government Services and I would hope to be able to roll all that in as well.

**Mr. Breagh:** Okay, so I can anticipate that within the next few weeks the minister is going to make a major statement and we will then see the structure which will talk about the design of the new psychiatric facility, the type of services that might be provided there, and I will be assured that, for example, Mental Health Durham and other community groups that are working in and out of the psychiatric hospital will be involved in that process.

**Hon. Mr. Timbrell:** I do not think that will be finalized. I think as far as the services and facilities beyond Whitby Psychiatric—

**Mr. Breagh:** In the catchment area?

**Hon. Mr. Timbrell:** Yes. I think their work is going to need a number more months to be completed.

If you are asking about the program to rebuild Whitby Psychiatric itself and the question about where it should be located on the 400 acres it owns there, and the role of the Ruddy hospital in that—or, in my view, the lack of a role in that—as far as it being part of any rebuilt Whitby Psychiatric Hospital is concerned, and the question of architects and the question of timetables, and so forth, I am trying to wrap all of that together to respond to the chairman within the next couple of weeks.

**Mr. Breagh:** I want to put to you as directly as I can the problem I am running into. You made the announcement some time ago. There are a number of community groups that are working regularly in and out of Whitby Psychiatric, because a rather broad base of community support programs has evolved, utilizing staff and facilities at Whitby and from there out quite a large distance now. They had anticipated they would be participating in the process.

People who work at Whitby Psychiatric are not clear as to what is going on; neither are the community groups clear as to what

their role is. If there is a group of people who are talking about the physical design of the facility, the makeup of the kind of programs that would be run from that centre, the relationship between that centre and community groups, no one in the entire region is aware of what is going on. There is a need for you to clarify precisely how you intend to proceed with all that.

I would ask that, in the course of making an announcement on whether it is by the lake or by the service road, you would at least make some attempt to outline, so that we are all clear whether they are in or out of this project, what kind of timetable we are talking about. There are all kinds of groups that work in the area that have, in my view, really good programs, because I have worked with a number of them. They depend on the staff of the psychiatric hospital and the fact that there will be some kind of an entity providing services there. They want to know what use they are going to be able to make of that, what their relationship will be, what the structure is going to be like, what kind of staffing there will be and are you really going to change the nature of that facility. Where do they fit in? They are at a loss to know that now.

5 p.m.

**Hon. Mr. Timbrell:** In my discussions with Mental Health Ontario I would have thought it was clear that what we are looking for is some advice on how to ensure in the future that the range of services in that very large catchment area is sufficient to back up the hospital and vice versa. What we are talking about here is the actual physical facility.

All of your comments are certainly appropriate and I think the announcement I have in mind should be able to answer most of those.

**Mr. Breaugh:** It is about time.

**Hon. Mr. Timbrell:** With respect, it is the first time we have involved the community in any way when we have decided to rebuild a major psychiatric facility. I suppose the process in and of itself has contributed to some of the confusion because of that.

**Mr. Chairman:** Shall item 3 carry?

Item 3 agreed to.

**Mr. Chairman:** We will stand down item 4.

On item 5, laboratory services:

**Mr. Conway:** I have a couple of questions. I hope I have the correct vote here. Would private laboratory payments come under the

Ontario Health Insurance Plan, or could we talk about them under this vote?

**Hon. Mr. Timbrell:** I am not sure; I think we have them under OHIP.

**Mr. Conway:** All right, we will deal with that later then.

Just a parochial question if I might be allowed one. Have you been petitioned of late by the Renfrew county board of health with respect to improved laboratory facilities for their public health unit?

**Hon. Mr. Timbrell:** Not for some time.

**Mr. Conway:** You have not been approached within the last five or six weeks?

**Hon. Mr. Timbrell:** I don't believe so, no.

**Mr. Conway:** Then if you are approached, your position is as before?

**Hon. Mr. Timbrell:** As before.

**Mr. Conway:** That was really the only thing I had noted there.

**Mr. Breaugh:** Is there a move to bring all of the laboratory services into the public domain?

**Hon. Mr. Timbrell:** No.

**Mr. Breaugh:** I know that in a number of ways you have attempted to use some incentive systems in the hospital budgets. Do you have a notion of what kind of savings might be found if you did move all of this laboratory work into the public sector? What might be the impact of that on your budget?

**Hon. Mr. Timbrell:** I would not want to guess. By the time you paid compensation to existing private operators, renovation costs and additional staffing costs at the hospitals, I do not know whether in the first five or 10 years you would save anything.

Much of any concern about laboratory costs has to do with the question of volume and the fact that the volumes continue to grow annually by significant amounts. We have continually to find ways to get through to those who are ordering the tests.

**Mr. Breaugh:** I have a little difficulty with this. It is an extremely complicated matter how you estimate the costs, select your sample, calculate the volume involved, and decide whether you should specialize. It is an extremely complicated piece of business. But it is a large amount of money, and I am a little taken aback that you have not done some kind of a cost estimate of either of those options.

I must admit to an obvious prejudice in the matter. From the numbers I have seen, it strikes me that there would be substantial cost savings if you were able, if it were



practical at some point, to bring all of the laboratory services into the public sector.

Most of the administrations I have looked at in hospitals or in clinics seem to be making the argument for it. It seems natural and obvious that if you can remove the profit motive from it—and our hospitals seem to have the capacity to do most of these services now—there would be substantial cost savings. I am a little surprised that you have not at least investigated that.

**Hon. Mr. Timbrell:** You say they have the capacity to do it. They have, perhaps, the professional capacity, but they do not have the physical capacity.

**Mr. Breaugh:** Some may have.

**Hon. Mr. Timbrell:** Correct me, somebody, if I am wrong. I believe the percentage of the volume of tests being performed by the private sector is in the neighbourhood of 40 per cent. So in fact the bulk of tests are being done by the hospitals and by our own laboratories.

I have an honest bias, too, which is to say that the government does not have to do everything. But various factors such as compensation and so forth would make it a non-starter in fiscal terms.

**Mr. Breaugh:** Have you at any time in the past attempted to do that? Never mind the ideological arguments, have you attempted to do just a straight costing procedure to determine if we are paying out more money than we really should to private laboratories, which appears, at least on the surface, to be the case? Or would it cost more money if you make—

**Hon. Mr. Timbrell:** What we have looked at and are still working on is to try to develop an incentive scheme to use up the unused capacity in the hospitals. That is not to say that they should go to the capacity of their existing laboratories, their staffing patterns and facilities, and then to add to them, although that does happen sometimes. We are certainly doing that.

**Mr. O'Neil:** How are you doing that? How are you encouraging them? What sorts of incentives are you using?

**Hon. Mr. Timbrell:** It has not been finalized. We have been in discussions with the hospital associations for over a year on this. We are sort of caught between talking with them and talking with management board people, whom we have to go through to get approval. We have not got a formula yet that has been approved.

The idea would be to have a sort of marginal costing on additional volume over

existing levels up to their potential. You say that they have the capacity, but there are many quite sophisticated tests that a lot of the small hospital laboratories do not have the capacity to do and which they have to refer either to the provincial laboratories, if they are accessible, or to private laboratories if they are more accessible, which quite often is the case.

**Mr. Breaugh:** The complicated nature of what you mean by "laboratory services" poses a problem—

**Hon. Mr. Timbrell:** In this particular vote it is our ministry laboratories; the others come under the OHIP vote.

**Mr. Breaugh:** Yes. It strikes me that there is going to be, at some point, that kind of a study. A straight economic argument about where you can get cheaper services is going to happen. I am a little taken aback that you have not at least considered that. Maybe the mechanics of it are a little beyond the pale—

**Hon. Mr. Timbrell:** Then the next study we would look at it is that it would probably be cheaper to the taxpayers if we also ran all the hospitals—if the title of all the hospitals was vested in the crown, or whatever the legal term is, in right of Ontario. But that is not our policy. It is not our policy to do that.

It is not our policy to have all the laboratory services under the government laboratories or under the hospital laboratories. We want to keep a balance.

It bothers us that there is capacity in the hospitals. One of the arguments that has been used by the hospitals from time to time is that in the last five years, with restraint budgets, one area that they have looked to first to offset some of their pressures is to refer out more laboratory work. I don't know if that is true or not, but the statement has been made often enough.

That is why we have been trying to find a way to add a fiscal incentive to reverse that and to maximize the potential of the laboratories that we have already paid for, through the public purse, to build, to staff and to operate.

**Mr. Breaugh:** Part of what bothers me is the process itself. In this committee we have talked a great deal about rationalizing services. It strikes me that, first and foremost, we should have developed a model which may change a great deal, depending upon the size of the local institution.

We should have looked at and costed out whether or not we are saving money by having these services in the public domain



whether it is cheaper to do it privately; whether our accounting systems dictate or change the numbers around. Very often how you run your accounting services makes a difference.

I would urge you to take under consideration that at some point that kind of cost effectiveness be assessed.

**Hon. Mr. Timbrell:** I think once we have a formula the hospitals think will work and we can get past the beagles in management board; and once that has been applied in a few situations and we get a couple of years' experience, we might well be in a position to do that. At this point, I do not think there would be approval, but I will take it, as you suggest, under advisement.

5:10 p.m.

**Mr. O'Neil:** Mr. Minister, are you licensing many new labs?

**Hon. Mr. Timbrell:** No.

**Mr. O'Neil:** Are you licensing any?

**Hon. Mr. Timbrell:** No, I cannot remember any.

Someone says there is a new one. Where is that? Is it in northern Ontario? It would be in an underserved area if we did licence it.

We get criticized for this roundly, I can tell you, by the lab operators and the association of medical laboratories. Many times we turn down applications to transfer ownership or to move a lab or a specimen collection centre because they want to move to an area that is already served by sufficient laboratory capacity, whether by our own labs, hospitals, private labs or all three combined.

In other cases, in order to keep a check on the lab capacity in the province we have pressed them by saying: "All right, if you want to move it, we will let you move it on one condition. We will approve the transfer of the licence if it becomes a specimen collection centre rather than a laboratory." We try to keep a cap on the overall lab capacity.

**Mr. O'Neil:** Mr. Breaugh was asking you about cost comparison between private and public operation. You must have some reason for cutting off licences to some of these labs. Does it just happen that we do not need any labs across the province?

**Hon. Mr. Timbrell:** It has to do with capacity. If you look at the total capacity of the laboratories in a given area as compared with the demand for laboratory services—

**Mr. O'Neil:** You just do not need them any longer.

**Hon. Mr. Timbrell:** That is right.

**Mr. O'Neil:** Was the ministry's finding that maybe you granted too many licences and that some of the income that was being generated was over and above what it should have been? Was it partly that?

**Hon. Mr. Timbrell:** I do not know the answer to the latter. There were certainly cases where our auditors found reasons to go to court with certain labs.

**Mr. Conway:** In this particular item?

**Hon. Mr. Timbrell:** No, we are on OHIP.

Before the controls were brought in there probably were too many. That could also be said about the numbers of hospitals and beds, any number of things, before we developed in the 1970s more rational planning and controls.

**Mr. O'Neil:** What sort of control do you keep over these privately owned labs now?

**Mr. Chairman:** We are really on the OHIP vote, Mr. O'Neil. In this vote are labs which are run by the ministry. The OHIP vote deals with private labs, and we are getting into that area. I do not want to cut you off. I am just saying that if you are going to pursue that point to any extent, then it really falls under the other vote.

**Mr. O'Neil:** I can understand that, but I also feel that because private labs affect public labs and vice versa, there is a relationship between the two. I am trying to determine if there could be more use of hospital labs, with less cost to the province as a result.

**Hon. Mr. Timbrell:** Maybe I can help. The payments for the private labs are under OHIP. The actual licensing comes under the institutional division; so that is here, the actual licensing procedure. I am sorry, Mr. Chairman, for the misunderstanding.

**Mr. O'Neil:** You have me confused, too. Just briefly, I am trying to determine, if you cut off these licences—

**Hon. Mr. Timbrell:** No, I started to describe the procedure.

**Mr. O'Neil:** Are you keeping track of the amounts that are paid out to some of these private labs on an ongoing basis? If I asked you to give me a complete list of all the private labs in the province and how much income they get, could you get me that list?

**Hon. Mr. Timbrell:** Yes, they are in the public accounts.

**Mr. O'Neil:** It is there for us to have a look at.

**Hon. Mr. Timbrell:** Yes, what I was trying to describe before was the procedure. If you wanted to add a test, say some form of para-

sitology, some newfangled thing, we would look within the area in which your laboratory operates to see whether there is another laboratory or laboratories which have the capacity to do it and which are not presently overtaxed. If the answer came back, "Yes, there is another laboratory two miles away or six miles away that can do the same test," then the answer would be "No" and we would turn you down.

This is true in the hospitals, too, but building in unnecessary capacity just invites unnecessary utilization as well.

**Mr. O'Neil:** Are you getting any kick from hospitals that they have facilities they would like to utilize more and maybe increase their staff and facilities, but they cannot do it because of the private laboratories surrounding the hospital and therefore, utilization is being lost?

**Hon. Mr. Timbrell:** No, not expressed in that way. As I said a few minutes ago, what has been said to me in some communities is that one of the areas they have looked to, to relieve pressure on their budgets in recent years, was to refer out of the hospital, more work that would otherwise have been done in the hospital laboratory. We want to see that reversed. We are trying to find a mutually acceptable fiscal incentive to encourage that reversal, to maximize utilization of the laboratories we have already paid for.

**Mr. Conway:** So that I understand precisely the laboratories in this category, these are the laboratories that were subjected to the rearrangement, some of which were closed a couple of years ago. Am I correct?

**Hon. Mr. Timbrell:** Woodstock was closed.

**Mr. Conway:** Was Kenora one?

**Hon. Mr. Timbrell:** Kenora. Yes, that is right, about four or five years ago.

**Mr. Conway:** Can you give us, some time at your convenience in the course of these estimates, a printout of how many are actually operating in this category now? Do you know the numbers?

**Hon. Mr. Timbrell:** I cannot recall the exact number.

**Mr. Conway:** I presume it is—what, 15 or 20?

**Hon. Mr. Timbrell:** I would say about a dozen.

**Mr. Conway:** All right. In that connection as well, is it possible to have assigned to each of those units the annual costs associated with their operation for the last five years?

**Hon. Mr. Timbrell:** We will forward that.

**Mr. Conway:** When did that "rationalization," or whatever the word for it was, take effect? It was in my time, I know.

**Hon. Mr. Timbrell:** It was in late 1975 or early 1976 as I recall.

**Mr. Conway:** I would like to have a look at a printout that would give it one year before and a couple of years after.

**Hon. Mr. Timbrell:** I am not sure if we could break it out by actual laboratories, but I will get you whatever we have.

**Mr. Conway:** Obviously, one of the things I would be interested in knowing is whether that process of rearrangement has had the effect that was desired. Trying to trace some of these dollars through a constant flow is almost impossible.

**Hon. Mr. Timbrell:** That is the difficulty, because if one can go back that far, five years, the growth in volume could distort the whole thing.

I am not sure—

**Mr. Conway:** I am prepared for it to be distorted, if I can be supplied with those profiles of costs.

**Hon. Mr. Timbrell:** I will see what we can pull together.

**Mr. Chairman:** Shall item 5 carry?

Item 5 agreed to.

On item 6, institutional care services:

**Mr. O'Neil:** There are two or three matters that I wanted to raise under this vote. In yesterday's *Globe and Mail* there was an article, "\$500,000 Study Applauds Chiropractic Care" and the chiropractors this study is talking about are being denied access to laboratories and the right to visit their patients in hospitals because of political squabbles and so on.

**Mr. Minister,** could you give us some background on where this stands? Is it to remain the same or will there be changes?

**Hon. Mr. Timbrell:** There are no plans to grant admitting privileges or that sort of thing in the hospitals to any other disciplines than have them now. Essentially it is just medicine that has admitting privileges. Dental surgeons have limited rights of admission.

That study was a sociological study; it was not carried out by a medical or scientific body. Essentially it measured output in terms of satisfaction. I do not think the results would really surprise any of us who have dealt with the public and those who have used chiropractic services.

5:20 p.m.



**Mr. O'Neil:** You are not re-examining the process to see whether they would be admitted to have the use of hospitals?

**Hon. Mr. Timbrell:** No.

**Mr. O'Neil:** No re-examination whatsoever?

**Hon. Mr. Timbrell:** No. Even in the discussions that have gone on over the last number of years on the development of new legislation for chiropractors, I cannot recall ever having had raised in my presence the question of admission or use or other forms of privileges in hospital at all.

On the question of laboratory services, that has a great deal to do with what is to be their scope of practice. If it is to do, as our report suggests and as the New Zealand report suggested, with problems of the musculoskeletal system, that is one thing, and laboratory tests do not really come into it. If it is to be a broader scope of practice which some argue for, then that issue is joined.

**Mr. O'Neil:** There must be studies within the ministry that would back that up.

**Hon. Mr. Timbrell:** There is the Dowie Committee on the Healing Arts of 10 years ago, there is the 1973 report of the Ontario Council of Health and Chiropractic, and if you are interested I will get you a copy of the draft legislation which the chiropractors presently have in circulation with their proposal.

**Mr. O'Neil:** Fine.

Another matter I want to raise is that we have a complete study going on in the Quinte area, for which I wish to thank the government and the ministry. I think we have just received around \$44,000 for the study, not only in nursing homes but in extended care and other related things. We are quite pleased to see this and I thank the government and the minister for this study.

In some of the dealings we have had in that, we feel we have a definite need for additional nursing home beds in a certain part of the riding and it is hoped this study will at least tell us where certain needs are needed.

I think sometimes we criticize too much. I would like to say a word of praise to Dr. Dyer and also to Mr. Brubacher because I have had different delegations and people calling and I have referred some of those people to these gentlemen. They were not always told what they wanted to be told but they were looked after.

The only thing I would ask is that the ministry staff, if possible, keep a close watch on that study to see that it does proceed and hopefully when you do get the results in from that survey, and a report, that the ministry will be punctual in seeing that the results are tabulated and that we have action if it is needed.

**Mr. Conway:** Excuse me. I think I have been promised a similar study with similar dimensions by a number of people, some within and some outside the government. Is the one for Renfrew county available and could I have a copy?

**Hon. Mr. Timbrell:** I will check.

**Mr. Conway:** It is a joint deal between yourselves and the Ministry of Community and Social Services, I believe.

**Hon. Mr. Timbrell:** Yes, it's a different kind of study.

**Mr. Conway:** I will just put in a good word for my library. I would like to have a copy of that.

**Hon. Mr. Timbrell:** As you know, we have just announced 60 nursing home beds in the riding you represent.

**Mr. Conway:** There is a report to that effect, I understand.

**Hon. Mr. Timbrell:** We will in short order be announcing the successful applicant for 60 nursing home beds in Arnprior. What the member for Quinte is referring to is the fact that Woods Gordon, the management consultants, have been retained and, as it does not exist, a formal overall health planning mechanism in that area and that committee has been established. Woods Gordon were engaged as consultants. This is to cover two counties, Hastings and Prince Edward, looking at all aspects of long-term care, not just nursing home beds but also chronic.

On their behalf I thank you for the favourable comments about Dr. Dyer and Mr. Brubacher. I should point out that Belleville General Hospital last year set up a 48-bed chronic unit which, I am told, is going a long way to meet previously unmet need in the Belleville-Thurlow area. Because it is under a local steering committee, you can be sure that as soon as the material is ready from the consultants, they will waste no time in completing their review and getting the report in.

**Mr. O'Neil:** Are you going to save us any of those nursing home beds in case we need them?

**Hon. Mr. Timbrell:** We had 400 last year and we are likely to get 600 this year, which



is an estimate based on last year's reports. I would not want to predict for 1981.

Mr. O'Neil: It will be somewhere around that.

Hon. Mr. Timbrell: Yes, depending on what the reports keep turning up.

Mr. O'Neil: I am not that familiar with this particular case which has been brought to my attention, but it is a hospital located at Attawapiskat.

Hon. Mr. Timbrell: Attawapiskat? What about it?

Mr. O'Neil: Are any of your staff familiar with that hospital?

Hon. Mr. Timbrell: I am.

Mr. O'Neil: Are you? You visited it recently?

Hon. Mr. Timbrell: I was there a month ago.

Mr. O'Neil: I wonder if you could bring me up to date on how you feel the conditions are there. I had some correspondence from people who have written such things as the hospital requires 11 nurses but must operate right now with five only; they are having to work extra shifts; they have problems with funding for beds and proper staffing.

Hon. Mr. Timbrell: I want to give you the background. In the last few months, we have given that hospital a one-time grant of \$350,000 to allow it to get on to a proper financial footing. They ran into some problems of administration and so forth over the last number of years, which put them in difficulty. They have now rearranged their administration and we gave them that grant to put them on a proper financial footing.

As regards staffing, there is no question they have some problems. I specifically went up to look at the facilities. I was at Attawapiskat, Fort Albany, Moosonee and Moose Factory. I wanted to talk with the staff; they have problems in recruiting.

I guess you have not been to Attawapiskat, but for a professional person—there is a nurse there from Pembroke as a matter of fact.

Mr. Conway: I know her.

Hon. Mr. Timbrell: You know who?

Mr. Conway: I do not need to divulge the—

Hon. Mr. Timbrell: It is a man.

Mr. Conway: —the details, but I am quite aware of that and more.

Mr. Breagh: Nice try but the hook did not quite catch.

Hon. Mr. Timbrell: I think Hansard will show you said you know the girl.

The problem is the isolation. I cannot remember the exact mileage, but they are well up the west—

Mr. O'Neil: They talk about being two hours' flight time from Moosonee.

Hon. Mr. Timbrell: No, it is not that much.

Mr. O'Neil: Is it not that much?

Hon. Mr. Timbrell: No.

Mr. O'Neil: It depends what kind of a plane it is. They might be flying different kinds of planes than you do.

Hon. Mr. Timbrell: I was in a Twin Otter. I think out of Moosonee it was about 45 minutes, but anyway there are problems of isolation and a lack of medical personnel.

Mr. O'Neil: What would they have in the way of medical personnel?

Hon. Mr. Timbrell: There is one doctor in Moosonee, Dr. Veronica Mohr, who has arrived recently. The Moosonee clinic, Fort Albany and Attawapiskat combined, comprise James Bay General Hospital. She works out of the clinic in Moosonee and visits there from time to time.

Not to be derogatory or anything else, but one is looking for a very particular and a very strong type of individual who can function in that kind of environment. They have a heavy case load of chronically ill patients and work in not altogether desirable surroundings.

5:30 p.m.

Mr. O'Neil: This particular case was raised by a person who was at the hospital. He had raised the problems they were having there with the local council of the Knights of Columbus who donated money to that hospital for beds and things like that.

You mentioned a one-time grant. What sort of an ongoing thing is it that your ministry or staff are keeping an eye on? Do you propose additional financial or other help?

Hon. Mr. Timbrell: Essentially this has been put in position to restore their reserves and depreciation account, that sort of thing, so they could get a number of pieces of equipment they have been putting off buying because they simply did not have sufficient reserve or sufficient float. This will allow them to do that.

At some point in the years to come both of those hospitals, in my view, have to be rebuilt, although the order that owns them has not made application for capital funds to rebuild. In my view, the brothers did a marvelous job with those hospitals. They built them with nothing. Very little government support was given back in the 1950s when

both those units of the James Bay General Hospital were built. They have done extremely well under very difficult circumstances. There is no doubt in my mind that in the next five or 10 years—the sooner the better—both units should be rebuilt.

**Mr. O'Neil:** Would there be federal financing on that? It is an Indian—

**Hon. Mr. Timbrell:** We would have to work that out with them somehow. That is a whole area in itself. The question would be interfaced with the federal government on Indian health matters. It is a very difficult area and one that I mentioned yesterday. I have tried, so far unsuccessfully, to get the federal minister to come north for a meeting with the native people to try to sort it out.

**Mr. O'Neil:** Looking at the problem at the Hospital for Sick Children, which recently experienced the death of a young boy, are we running into any similar problems in other hospitals across the province?

**Hon. Mr. Timbrell:** There are inquests all the time. Essentially what that inquest came down to was a series of medical and professional judgements which combined to create a disaster.

I do not know the number, but there have always been and always will be inquests,

either because the coroner thinks some of the circumstances are questionable or because the families put up a very strong argument about them. But there is no consistent pattern or anything like that.

**Mr. O'Neil:** I have heard some rumblings that a similar case took place in the Sudbury area quite recently. Has that had been brought to your attention?

**Hon. Mr. Timbrell:** I think there was an inquest about a case in Sudbury. It concerned a boy who was transferred from home to the hospital and between hospitals.

**Mr. O'Neil:** Where does that stand now?

**Hon. Mr. Timbrell:** Does anyone else remember the one I am referring to?

**Mr. O'Neil:** Maybe we could get back to this matter later today or tomorrow afternoon. Perhaps the ministry staff could have some information on where it stands now.

**Hon. Mr. Timbrell:** I do remember a case involving a child that went to an inquest in the Sudbury area. My recollection could be wrong. We will check.

**Mr. Chairman:** The committee will adjourn. The bells are ringing for a vote. Tomorrow we will reconvene at 1:30 p.m.

The committee adjourned at 5:35 p.m.

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Breaugh, M. (Oshawa NDP)  
Conway, S. (Renfrew North L.)  
Gaunt, M.; Chairman (Huron-Bruce L.)  
Jones, T. (Mississauga North PC)  
Kennedy, R. D. (Mississauga South PC)  
McKessock, R. (Grey L.)  
O'Neil, H. (Quinte L.)  
Timbrell, Hon. D. R.; Minister of Health (Don Mills PC)

**From the Ministry of Health:**

Dyer, Dr. A. E., Assistant Deputy Minister, Institutional Health Services  
Lynes, Dr. P. G., Principal Program Adviser, Community Mental Health



















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